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THE UNIVERSITY OF ALBERTA

THE TRANSFERABILITY ISSUE IN ALBERTA:
A CASE STUDY IN THE POLITICS OF HIGHER EDUCATION

D

by

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A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
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FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled THE TRANSFERABILITY ISSUE: A CASE STUDY IN THE POLITICS OF HIGHER EDUCATION, submitted by John C. Long in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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Date October 15, 1979

DEDICATION

In memory of my grandparents

In recognition of my parents
and teachers

With thanks to my wife Deloris
for her patience and understanding

With apologies to my daughter Sarah
for times not spent together

ABSTRACT

The main purpose of this study was to examine the development and resolution of the transferability issue in Alberta during 1971 to 1974 as a political situation. The investigation was a case study: it sought to describe and explain both the processes and the product of decision-making by partisan actors as they struggled to resolve a controversial policy question in post-secondary education.

Documents and structured interviews were the chief data sources used to construct the details of the case and to reveal the dynamics of the conflict and its outcome.

A conceptual scheme consisting of five major categories was used to guide analysis and interpretation in the case. These categories included: the nature of the issue, its social and institutional context, the interests and goals of the actors, the political resources, strategies and tactics of the actors and, finally, the outcome of the issue and its immediate consequences.

The study revealed that the transfer issue was a multi-faceted issue and that this fact is of fundamental importance in understanding its development and resolution. As well, the investigation showed that the structure and policy of government, the climate of opinion and ideas and the availability of political resources were very important factors in the realization of the actors' interests and goals. Finally, it was apparent that the distribution of political resources and the strategic and tactical opportunities these provided to the actors was the most important factor in explaining the outcome of

the controversy.

A major implication emerging from the study was that political concepts are crucial for the analysis of policy-making. Policy-making is not best understood as primarily a matter of "problem-solving" in a "rational" framework. Rather, it should be seen as a political exercise which reveals an answer to the classic question of Harold Lasswell: who gets what, when and how?

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CHAPTER 1

NATURE OF THE STUDY

THE PURPOSE OF THE STUDY

This thesis is a case study which examines, as a political situation, efforts during 1971-74 to resolve the transferability issue in Alberta. In broad terms, this issue concerned the accessibility of persons to higher education and the type of relationship or arrangements, if any, which should exist among institutions in a system of post-secondary education to facilitate this accessibility. In its narrowest sense, the issue involved the degree of advanced credit, if any, a student should receive upon transferring from one post-secondary institution to another, as from a college or technical institute to a university.

During the late 1960's and until 1973, the lack of agreement among certain groups and institutions as to what transferability arrangements should exist, how they should be determined, and in what manner disputes that develop should be resolved seemed an insoluble controversy. However, in 1973, the Department of Advanced Education released, as part of its "Coordination Policy"[1] for all post-secondary education, explicit policy guidelines on transferability. These policies proposed some important departures from transferability arrangements which had prevailed among post-secondary institutions to that time. Certain features of the policy proposals were especially challenging to three provincial universities - The University of Alberta, The University of Calgary and The University of Lethbridge. Further, the policy guidelines which were unacceptable to these universities were largely supported by the province's six public colleges - Grande Prairie Regional College, Red Deer College, Lethbridge Community College, Medicine Hat College, Grant MacEwan Community College, in Edmonton, and Mount Royal College, in Calgary. The response of the universities, the colleges and other interest groups to the new policy advocated by the Department of Advanced Education resulted, in 1974, in a compromise solution to the decade-old issue of transferability. As a case study of this issue, the investigation attempted to reveal:

1. The nature of the issue, including its origin, development and resolution.

2. The major circumstances and conditions - historical and contemporary - which account for the resolution of the issue becoming a matter of explicit public policy.

3. The general intent of the transferability policy proposals of the Department of Advanced Education as a response to the issue and why specific elements of the proposals proved controversial.

4. The response of certain interest groups to the policy including their efforts to encourage or prevent its adoption or change; and

5. The relative influence of interest groups upon the resolution of the issue and the policy eventually adopted.

SIGNIFICANCE OF THE STUDY

The study was intended, in part, to complement and extend earlier related studies[2] in terms of substantive focus, historical period, and conceptualization. The two studies by Long and Small provide the background which is perhaps most directly relevant to the research questions and analytical framework suggested for this investigation. In concluding his study of certain historical developments in post-secondary education in Alberta, Long suggested that the new Colleges Act of 1969 would not likely resolve issues which became important by the late 1960's - transferability being a major one - because the Act left largely intact certain structural features and institutional and group powers which would continue to frustrate resolution. The study by Small extended the investigation of historical developments to June, 1971, and included a major review of the efforts of the Alberta Colleges Commission (established as a coordinating agency in 1969 by the Colleges Act) to obtain a resolution of outstanding issues including transferability. Small's findings confirmed, up to June, 1971, the hypothesis of this writer's earlier study.

Since June, 1971, there have been considerable changes in post-secondary education which bear on the transferability issue. The establishment of a new Department of Advanced Education which became responsible for all post-secondary education and the abolition of the Universities Commission and the Colleges Commission are among the most important of these changes. However, these developments have not been examined systematically either for their origins or their implications for the resolution of issues, transferability being a major one.

Such an examination is essential if we are to understand more fully some of the current tensions, as well as opportunities, in post-secondary education in Alberta. It is intended that a careful examination of the transferability issue in the context of historical and recent social, legislative, structural and policy changes will help provide this understanding. It is possible too that, by highlighting the difference in the government's approach to this issue before and after 1971, we may enhance our understanding of not only issues in post-secondary education but also of government. This is because the actions of the Alberta government after 1971 are in striking contrast to the previous government's approach. Are there partisan political motivations or considerations - manifested in Alberta post-secondary education - which account for different approaches to issue resolution and public policy formation after 1971 compared to before this time? Are there other factors having to do with the historical origins of the issue and the social context of efforts to resolve it which are equally important to understand? The kind of study proposed here will at least initiate the investigation of such important questions.

THE CONCEPTUAL AND METHODOLOGICAL FRAMEWORK

The essential task in justifying a framework for investigation is twofold. First, it is to isolate the key concepts and theories which are most directly relevant to the basic purpose of the study. Secondly, it is to show how these concepts and theories guide the collection and analysis of data and assist interpretation.

Relevant Concepts and Theories

The basic purpose of this case study is to understand the issue of transferability and its resolution as a political situation involving the effort of interest groups to influence the policy and actions of government. Thus, certain concepts and theories from the discipline of political science seem the most appropriate basis for conceptualizing the study. An explanation of the concepts and theories used in this study is outlined below.

A political situation. "The essence of a political situation," according to J. D. B. Miller, "is that someone is trying to do something about which there is not agreement; and is trying to use some form of government as a means and as protection."[3] Miller elaborates:

> Political activity, then, arises out of disagreement, and it is concerned with the use of government to resolve conflict in the direction of change or in the prevention of change. It is about policy and position. I am not suggesting that agreement never appears in politics; indeed, the resolution of conflict into some kind of agreement . . . is one of the principal aims of political activity. . . . Politics, to be distinguished as a recognizable activity, demands some initial disagreement between parties or persons, and the presence of government as a means of resolving the disagreement in some direction.[4]

Government. Miller's comments invite a clarification of the term government especially as it is distinguished from politics but is related to it. Here is Deutsch's view:

> Politics and government. . . refer to a single complex of activities from different but overlapping perspectives. Politics stresses competing demands and the allocation of values - that is, of valued outcomes, resources and opportunities - among them. Government emphasizes steering and control. Politics deals with Harold Lasswell's classic question: "Who gets what, when, how?" Government deals with the question: "Who controls what, when and how?" One distinction between

> politics and government is the distinction between getting and controlling.[5]

In this study we are concerned primarily with 'politics' though we will need to know how 'government' affects the outcome of it.

Interest groups. An adequate explanation of this term involves first a clarification of the concept 'interest' and, secondly, a discussion of the 'group theory' approach to politics.

In the simplest terms, "an interest exists when we see some body of persons showing a common concern about particular matters."[6] In the arena of politics and government, to say that a group has an interest "is to say that it has a common attitude - or an 'opinion', 'view', 'position', 'policy', or 'orientation' - about existing or projected governmental thought and action or 'policy'. . . ."[7] It is customary to speak of interests in their organized form as interest groups or pressure groups and, from an analytical point of view, it is usual to direct attention to the methods which groups use to influence others in society, especially the government.[8] When we take the view that the struggle among groups (interests) is the essence of politics, we invoke group theory.

Briefly, group theory, as an approach to politics, holds that public policy is mainly the result of a struggle among groups having particular interests to influence the decisions of the governmental authority.[9] Originating with the work of Arthur Bentley and elaborated by Truman, Hagan and others,[10] group theory consists of three basic propositions:

1. The political process can be viewed as one of interest group competition where groups make claims on other social groups, notably government.

2. The individual acts primarily as a representative of an interest or group.

3. All group interaction tends toward an equilibrium in politics and any upset in this will produce counteraction by some newly-mobilized group.[11]

It is important to recognize that this theory has been criticized. Objections have usually centered upon the attempt in the theory to banish or severely limit the importance, in politics, of the individual, social roles and institutions, especially government, and the effect of 'ideas' or 'climates of opinion' on the political process.[12] While it will not be possible in this study to meet all the objections raised, we can overcome the most serious ones by asking, as does Miller, what else matters in politics besides the groups' pursuit of their interests. In this study at least four other elements must be taken into account: the structure of governmental decision-making, the state of government policy itself, the effect of ideas or climates of opinion, and the significance of individuals.

First, the structure of government may independently determine the political behavior of interest groups. As Schoettle has observed:

> The channels of participation open to interest groups are not determined by the interest groups themselves. Instead, the structure of government influences both groups' expectations of political effectiveness and the possible scope and intensity of their political activity.[13]

On the strength of this observation, it seems reasonable to conceive of public policy as the result of both groups' pursuit of their interests and the structure of government.[14] Echoing Schoettle's observation, Miller and Presthus point to the effect of institutions - especially government - in "limiting, distorting and aiding the operations of interest."[15] Miller says:

> . . . politics has always to move within the confines of an institutional system, a political and constitutional order, which imposes restrictions on interests by both legal means and the limitations of its own capacity for business. Governmental forms operate on interests in a variety of ways; also, . . . they contribute their own quota of interests to complicate the situation further.[16]

Similarly, Robert Presthus argues that it is helpful to think of government "as an instrument (not without self-interest and initiative) through which the . . . claims of articulate social groups are realized."[17] Presthus' view of government in relation to interest groups - he considers the latter analytically distinct from the former - is the one adopted in this study:

> Some observers have argued that political parties, ministers, backbenchers, the bureaucracy and government itself are all interest groups. While such elements often behave in ways similar to those of interest groups and while they share certain incentives such as survival and security, this conceptualization has some analytical disadvantages. If only because they have assumed a formal obligation to run the official apparatus and hence, have a degree of legitimacy and power unmatched by most private groups, it seems questionable to place them in the same category.
>
> I prefer to view the government apparatus (parties, executive, legislature and courts) as the official system through and with which interest groups work in translating various kinds of social power into legitimate political power. This is not to say that government is a cipher, without any independent influence upon this process. It obviously has highly valued dividends to allocate, including prestige, legal sanctions, material largesse,

> and legitimated violence, and it may have some independent calculus of the proper distribution of such values. . . . However, the essential distinction remains: interest groups never assume formal authority and responsibility for running the government.[18]

In the light of this discussion, the term interest group will refer to "any non-governmental organization engaged actively in attempts to influence . . . the formulation or implementation of government policy."[19] This usage, consistent with Miller, Presthus, and Schoettle, simply means that for the purposes of this study 'government' is not an interest group, though, clearly, it has its own interests, as these writers have emphasized.

Related closely to the influence of governmental structure on interest group behavior is the influence of government policy itself. "Policy," Eckstein has observed, "creates politically active groups."[20] Thus policy is a situational element in politics encouraging the bargaining of interest groups with government over policy alternatives. That interest group behavior is conditioned also by the state of government policy is a view "far removed from pure group theory which asserts that government is the competition between groups in an equilibrium state."[21]

In our discussion of what else matters in politics besides interests, we need to consider a third additional element: the effect of ideas and climates of opinion in modifying the expression of interests and the range of possibilities for their pursuit. While this is an important element to give attention to in this study, Miller suggests our expectations should be modest:

> It is not easy to discuss this sort of effect with any precision; yet not to discuss it at all would be to falsify politics by confining it to simple, comparatively instantaneous actions by interests, and ignoring the long-term changes which occur, both in the views of the people who compose the interests, and in

> the general sense of possibility and obligation which the society of which they are a part entertains. Any worthwhile political analysis will concern itself with long-term changes and the formation of durable political habits; these cannot be understood without an examination of changes in ideas, and of the effect which ideas seem to have in persuading people that new interests should be pressed and old ones modified.[22]

With respect to the fourth additional element - the significance of individuals - we can say that, in general, individuals affect politics in two main ways. One of these is as components of interest, the other is "as persons in positions of strategic importance, who are able to affect the course of politics by their individual lines of thought and action."[23] Both of the ways that individuals affect politics will be given attention in this study.

Finally, it is hoped that incorporating these additional elements into an interest group analysis of the transferability issue will have the benefits promised by Miller:

> . . . it is not enough to consider only the operation of interests, particularly in the long run. Yet interests are what matter most. Only by a clear understanding of how they are formed and what they can do can we appreciate the bases of . . . politics. If we combine with this an awareness of the impact of individuals, the effects of institutions and the work of ideas, we shall be in a good position for general interpretation.[24]

Policy. We are concerned here primarily with policy adopted by government, i.e., public policy. Therefore, for the purposes of this study, public policy refers to an output of the political system which represents the official and general intention or attitude or decision of the government with respect to a matter such general decision intended as a guide for subsequent regulation or action regarding that matter.[25]

This definition is essentially a technical one and is an attempt to be precise. But we need to know, as well, how policy relates conceptually to politics, government, and interest group activity. Miller says that "politics is about policy, first and foremost; and policy is a matter of either the desire for change or the desire to protect something against change."[26] However, for this study, perhaps Monypenny sets out the desired conceptual connections most comprehensively:

> "Policy" is an abstraction like "groups" and assumes common elements in a series of governmental actions which can be expressed in a verbal formula. These governmental actions are the objectives and results of group activity. Thus political activity exists when groups attempt to determine governmental policy . . . . policy may be viewed as a matter of projected, as well as of present, governmental activity, even though the activities which shape it are in the present. Presumably the extension of policy into the future is as much a factor shaping group activity as its present existence. Therefore policy may be viewed as movement . . . with direction which can be determined by reference to an earlier state or to a projected future one. Groups which are shaping policy as they act also have directions, and the groups and the policy implicit in their activity are two abstractions from the same . . . events. To use Bentley's terminology, these are interests.[27]

Influence. The influence or power of interest groups is viewed here in Dahl's terms.[28] Thus, in this study, the influence of an interest group is "its ability to get a government to adopt or sustain a policy which it would not otherwise have adopted or sustained."[29] This means that an interest group is regarded as a causal force upon government policy; it is a necessary and sufficient condition in the adoption (or rejection) of a policy. Although Presthus uses the term effectiveness in place of influence, his conceptualization is similar to that of Dahl and Baird:

> 'Effectiveness' is conceptualized here as the quality of being able to bring power to bear upon objects, to effect one's will in the political arena. Less abstractly, it relates to the

> relative capacity of interest group directors to achieve their collective goals. The interest group process, in effect, is essentially one of making demands upon government (and the public) and effectiveness refers to the ability of groups to make such demands good. Presumably, this capacity is associated with the political resources possessed by any given group. Since resources are unequally distributed, we assume that effectiveness will also vary. . . .[30]

As Presthus suggests, the influence of effectivness of an interest group depends on its political resources. What are these? According to Robert Dahl, "a resource is anything that can be used to sway the specific choices or strategies of another. . . ."[31] Thus, reputation, time, expertise, means of communication and money could all exemplify political resources.[32]

However, as the previous discussion suggests, there are other factors besides political resources which may determine a group's influence. Thus, in addition to political resources and the other factors already mentioned, we can consider that a group's influence also depends on the strategies and tactics it employs and the presence of opponents and their resources, strategies and tactics.[33] Commonly, in concrete terms, a group recommends or suggests a policy to other groups, including government, presenting arguments in the form of a brief. Thus, a target group is induced to adopt a policy by virtue of a group's particular activity. "The range of possible tactics is wide," emphasizes Simeon, "from persuasion to . . ., ultimately, violence."[34] About opponents we need only observe that if a group has weak opponents, it should have little counterforce against it. The opposite should hold if opponents are strong.

A previous discussion concerning the question 'What else matters in politics besides interests?' has already shown the significance of the state of existing government policy and the structure of government in conditioning an interest group's effectiveness. We only need suggest here, as a summary point, that the closer a group's interests are to government policy, the easier and more successful should be its influence upon it. Finally, as regards the division of power in government, Robert Presthus has observed that "interest groups seek that point in political structure where the authority and expertise required to reconcile an issue reside."[35] This means that an interest group's effectiveness also depends on its selection of that part of the governmental system which has the power to decide what policy will be adopted.

Data Sources

Given the nature and purpose of the study, two main data sources were deemed essential. These were primary documents and personal interviews conducted by the writer. These sources were viewed as the raw material from which answers to the major questions of the study could be gained. The documents examined included:

1. Statutes of the Government of Alberta.

2. The Alberta Gazette and Hansard.

3. Official policy documents of the Department of Advanced Education and the Progressive Conservative Association of Alberta.

4. Annual Reports of the Alberta Universities Commission, the Alberta Colleges Commission, the Department of Education, the Department of Advanced Education and the Alberta Council on Admissions and Transfer.

5. Reports of study groups, committees, commissions or individuals sponsored or requested by the Department of Education and Department of Advanced Education including the position papers, interim proposals and

final report of the (Worth) Commission on Educational Planning.

6. Unofficial publications in public or limited circulation, mimeographed or printed.

7. Articles from Alberta daily newspapers.

8. The files of the Department of Advanced Education including memoranda, correspondence, briefs or submissions to the Department regarding its Coordination Policy, Transferability Policy Guidelines, and the Council on Admissions and Transfer.

9. Selected minutes and reports of certain academic councils and committees (notably General Faculties Councils) of The University of Alberta, The University of Calgary and The University of Lethbridge.

10. Selected correspondence of the Universities Coordinating Council.

11. Private memoranda or correspondence provided by interviewees.

In addition to the examination of documents, thirty depth-interviews were held [36] with individuals who met one or more of the following criteria:

1. The individual was familiar with the issue.

2. The individual had been or was presently involved with the issue or some aspect related to it.

3. The individual was able and willing to speak for an interest group.

4. The individual had been an active participant in proposing or deciding policy with respect to the issue.

5. The individual was or had been a member of the Alberta Council on Admissions and Transfer.

In general, the interviews were used to obtain the personal reactions and insights of individuals involved in the issue at various stages and to assist the examination of documents. More specifically, the interviews were designed to help:

1. Establish or corroborate certain events and developments.

2. Gain interpretations of certain events and an estimate of their significance for the issue and its resolution.

3. Gauge the impact of policy proposals upon interest groups and the Department of Advanced Education.

4. Reveal, from the point of view of individuals or groups themselves, the effect of their own and opponents' positions and actions.

5. Describe the interests of the groups with greater precision.

6. Assess the influence of interest groups.

All interviews were tape-recorded and subsequently transcribed in note form by this investigator. The interviews were semi-structured with some questions common to all interviewees. Within a general question guide, there was an attempt to tailor each interview to the position and experience of the respondent. Interviews varied in length from twenty minutes to over an hour. A few respondents who were deeply involved in the controversy were interviewed twice.

The Scheme for Analysis and Interpretation

The concepts and data considered basic to the kind of case study proposed here have been identified and explained above. "The problem now becomes," as Richard Simeon has observed, "how together they provide a 'satisfying' explanation. . . ."[37] In solving this problem for this study, Simeon's recent study of public policy-making among governments in Canada is of particular assistance. He says:

> The student of policy-making . . . faces a difficult dilemma. He wants a neat, simple framework which highlights a few critical factors, but at the same time he does not want to sacrifice the richness and complexity of the data to an arbitrary set of *a priori* categories. The dilemma is more difficult because there is no consensus on what factors are crucial for decision-making. The result is that models have proliferated. I shall not try to solve this puzzle . . . but rather outline a . . . set of categories which promises a useful way of organizing the material.[38]

Like Simeon, we shall not try to solve the dilemma he points to but try to find an analytic framework which 'promises a useful way' of organizing this case study. In this effort, Simeon's framework is a significant guide. Here it is:

> The framework can be stated like this: there is a set of interdependent *actors* or partisans; they operate within a certain *social and institutional environment*; they share some *goals* but differ on others . . .; they have an *issue* or set of issues on which they must negotiate; . . . they have varying *political resources*; they use these resources in certain *strategies and tactics*; they arrive at certain *outcomes*; and these outcomes have *consequences* for themselves, for other groups in the society, and for the system itself.[39]

By taking into account the concepts elaborated previously, the data to be relied upon and adapting Simeon's scheme, we can now describe the major categories for analysis and interpretation which will be used in this case study.

The issue. There are two very important questions in this category. The first is 'What is the origin of the transferability issue?' and the second is 'What is the nature of the issue as interest groups define it?' In this study, it will be essential to see that the issue is in some respects an "old" one which develops with new intensity and in new directions when certain circumstances are changed, notably the establishment of a new government department responsible for all post-secondary education after August 31, 1971.

The social and institutional context. The use of this category assumes, as does Simeon and others, that underlying social and institutional factors affect the interactions between interest groups and between the groups and the government on the issue. On the basis of the discussion of concepts and theories earlier, such factors are also expected to determine, to some extent, the operation of interests, the political resources available and the strategies employed by the participants as the issue is debated and resolved. Thus a chief task in this study will be to reveal the most important historical circumstances, and changing social conditions and institutional arrangements which bear upon the development and resolution of the transferability issue as a political situation. An important aspect of the social and institutional environment which will be examined is the contribution to the issue of certain "climates of opinion" or "ideas" regarding the coordination of post-secondary education which emerged in the 1960's and early 1970's. Similarly, the state of flux in governmental policy for higher education during this same period and crucial changes in the structure of government in 1969, 1971 and 1973, will be seen as a reflection of both "ideas" and "policy."

The actors and their interests and goals. The most obvious research question suggested by this category is 'Who are the chief actors in the controversy?' The chief actors are the interest groups and the government. More specifically, the interest groups are certain public institutions of post-secondary education and the agencies and associations which represent them collectively. For example, The University of Alberta is considered an interest group as is the Universities Coordinating Council, a statutory agency representative of Alberta universities collectively.[40] However, a detailed examination of each university, college, and agency or association for all phases of the issues is not intended in this study. This is beyond the resources of a single researcher and is probably unnecessary for an adequate interpretation of events. Thus, the institutions and organizations selected for examination at different points in the study are those which have been the most persistent and vocal in pressing their views and the most deeply involved in the issue at those points. Further, it will be customary throughout the study to speak of 'the college lobby' or, simply, the colleges and 'the university lobby' or the universities as if these aggregations were single interest groups. Certainly we will need to consider, on some occasions, special or local concerns of a single university, college or other post-secondary institution as these contribute to the issue. However, in most situations, reference to the university or college lobby will be a useful and accurate convention.[44] In the light of these clarifications, we can specify the particular interest groups in more detail.

'The university lobby' or 'universities interest group' will be considered to be comprised of four formal organizations: the three provincial universities of Alberta, Calgary and Lethbridge and the Universities Coordinating Council. 'The college lobby' or 'colleges interest group' is deemed to be composed of the six public colleges, the Alberta Colleges Commission, and the Alberta Association of College Administration. Information about these organizations will be provided later as they become involved in the issue.

The Alberta Department of Advanced Education is considered 'the government' as we have defined the term. This Department is viewed, for the purposes of this study, as that element of the governmental system which has the power to decide the resolution of the transferability issue in the form of public policy. For analytical purposes, the Minister, the Deputy Minister, and the Assistant Deputy Ministers were considered to comprise the Department of Advanced Education.

Another important research question which falls within this category of analysis and interpretation is 'What interests and goals[42] do the actors bring to the resolution of the issue?' As important is the question 'How do the actors define the stakes of negotiations?' If we assume that the resolution of the issue does involve, in part, the negotiation of alternative policy positions, then it will be important to reveal the roots and dimensions of both conflict and consensus among the actors. This is because, "for fruitful negotiations to take place, there must be both a common interest and conflicting interests."[43]

The resources, strategies and tactics of the actors. The obvious question here is 'What major strategies and tactics did the actors employ in advancing their interests and in dealing with opponents?' Since the choice of particular strategies and tactics is usually a determination of what behavior will be most effective in specific circumstances, we can assume such choices will be affected by prior factors. The availability and distribution of political resources among the actors is prehaps the most important of these. The strategic environment is also important. Thus, there will be an attempt to show how certain aspects of the social and institutional context - especially the state of government policy and the actions of government - can condition the behavior of interest groups and, ultimately, their influence.

Outcomes and consequences. The question of first importance here is 'whose interests and influence are reflected in the policy eventually adopted by government?' In its simplest form, this is the question 'Who won--which actors achieved their goals and which failed?' Of course, we will want to know why it was that certain actors succeeded or failed in advancing their interests and what, in large part, explains the outcome of the controversy.

A determination of the consequences of a policy decision "can only be tentative"[44] suggests Simeon, but it should be attempted. Most importantly, we should ask 'What difference did the policy decision actually make to the resolution of the issue?' This question directs attention to what Thomas Dye calls the "real effects"[45] of a policy. To the extent that such effects can be identified, this question will be examined. As well, we will be concerned with how satisfactory the resolution of the issue was to the actors.

ORGANIZATION OF THE THESIS

The thesis consists of six chapters. Chapter one outlines the nature of the study giving special attention to its conceptual and analytical framework.

Chapter two provides the historical background of the issue by examining several important developments from the establishment of the first college in 1957 to the eve of the election of a new provincial government in August, 1971. The main object of the chapter is to explain the situation which came to exist by 1971 with respect to actual transfer arrangements, the legislative framework of college-university relationships and the developing stance of interest groups and the government on the issue.

Chapter three describes the escalation of the issue during 1971-73, during the effective establishment of a new Department of Advanced Education. A key aspect of this stage in the development of the issue is the changing state of government policy itself and its significance for the policy outcome which eventually ensued.

Chapter four reviews, in detail, the transferability policies which the Department of Advanced Education presented in December, 1973, and the activity of interest groups which these proposals generated. This chapter shows which interest groups were most successful in their efforts to influence the policy adopted and suggests what factors account for this.

Chapter five is analytical and interpretive in content, in contrast to the largely narrative and descriptive character of chapters two, three and four. The purpose of chapter five is to understand and explain the transferability issue in terms of the categories set out in chapter one under 'the scheme for analysis and interpretation.' Thus chapter five will provide a detailed discussion of the case under the topical subheads the nature of the issue, the social and institutional context, the actors' interests and goals, the resources, strategies and tactics of the actors, and, finally, outcomes and consequences. Chapter five complements chapters two, three and four but focuses on the latter two. Certainly, chapters two through four will reveal the disagreements on the issue, the changing social and institutional context and the influence of groups but this is done primarily by means of a careful narrative of specific events. Chapter five, in contrast, will consider developments topically for the sake of 'satisfying explanation' in a way which assumes that the reader has knowledge of the specific events involved in the issue.

Chapter six includes a summary of the most important developments concerning the issue for the period 1971 to 1974. In addition, some general observations and conclusions will be presented. Finally, some important implications which emerge from the study will be identified.

LIMITATIONS OF THE STUDY

The main limitations of the study reside in its topical and chronological scope, its conceptualization, its case study approach and the nature of its data sources. Because the investigation is a case study of a particular issue during a specific time period, conclusions are limited to that issue and time period. Further, the conceptualization of the issue as a political situation involving the competition of interest groups is assumed to provide an adequate explanation of developments. Thus, we will be able to explain why certain interest groups were or were not successful only in terms of the concepts and theories set out in the study recognizing that there may be other explanatory or causal factors to consider.

Just as it will be impossible to know all the reasons for a particular policy outcome, it will be impossible to describe all the groups and all the interests with detailed precision. Indeed, to study groups as units of politics is a concession with risks. Baird suggests how these risks arise and how they are limitations in a study like the one outlined here:

> The trouble with formally organized social groups which are ordinarily studied, . . . is that they are both too large and too small. They are too large because it is usually not demonstrated thqt everyone in them share a particular interest and acts in its behalf. . . . The truth is that only some

> effective part of such a group wanted and acted for the interest. . . . We . . . say that the group wanted something and acted in some way when our only evidence is that some supposed leaders of the group did so. We will surely almost always commit an error of misplaced concreteness, unless we say, . . . that in all cases we mean by the group only some effective part of the group.[46]

Finally, the possibility of incomplete documentation and less than candid interview responses must be considered limitations on the study. These limitations arise from the case study approach employed here and the type of data sources utilized. An historical examination of an issue of continuing controversy must expect that some documentation will remain hidden for some time and that interview respondents will be tempted to "tell their side of the story." Thus, the researcher needs to recognize that some of his documentation may be atypical and that errors of memory, judgement and unconscious bias may characterize recollections in an interview. Further, the case study method, by virtue of its intended concentration on particular aspects of an event or epoch, tends to overemphasize certain aspects or developments. It should be recognized that this tendency will influence and therefore limit one's understanding of the transferability issue as a feature of post-secondary education in Alberta.

FOOTNOTES TO CHAPTER 1

[1] Department of Advanced Education Coordination Policy. The document has no date but it was released in November, 1973.

[2] These earlier studies include: John C. Long, "An Historical Study of the Establishment of College Systems in Ontario and Alberta in the 1960's" (unpublished M.Ed. thesis, University of Calgary, 1972); G. R. Maddocks, "A Comparative Analysis of Approaches to Planning Development in Post-Secondary Education" (unpublished Ph.D. thesis, University of Alberta, 1972); James M. Small, "College Coordination in Alberta: System Development and Appraisal" (unpublished Ph.D. thesis, Michigan State University, 1972); and Gordon Campbell, "History of the Alberta Community College System 1957-1969" (unpublished Ph.D. thesis, University of Calgary, 1972).

[3] J. D. B. Miller, The Nature of Politics (Harmondsworth: Penguin Books Ltd., 1962), p. 14.

[4] Ibid., p. 16.

[5] Karl W. Deutsch, Politics and Government: How People Decide Their Fate (Boston: Houghton-Mifflin Company, 1974), p. 187.

[6] Miller, op. cit., p.39. Emphasis in the original.

[7] R. Baird, "Interest Groups and Departments in Alberta" (paper, The University of Alberta, 1969), p. 7.

[8] See Miller, op. cit., pp. 67-90 for an extended discussion of 'interests in action.'

[9] This is, in essence, the view of Harold Eckstein, for example. See Harold Eckstein, Pressure Group Politics (London: G. Allen, 1960).

[10] See, for example, Arthur Bentley, The Process of Government (Chicago: University of Chicago Press, 1908); David Truman, The Governmental Process (New York: Knopf, 1951); Earl Latham, The Group Basis of Politics (Ithaca: Cornell University Press, 1952); Charles Hagan, "The Group in a Political Science," in Roland Young (editor), Approaches to the Study of Politics (Evanston: Northwestern University Press, 1958); and Phillip Monypenny, "Political Science and the Study of Groups: Notes to Guide a Research Project," The Western Political Quarterly, 7:2 (June, 1954), 183-201.

[11] These propositions are summarized from the discussion by Enid Schoettle in: Raymond A. Bauer and Kenneth J. Gergen (editors). The Study of Policy Formation (New York: The Free Press, 1968), pp. 160-163.

[12] See, for example, Miller, op. cit., pp. 89-191 for a discussion of some of the inadequacies of considering politics as only the operation of group interests.

[13] Schoettle, op. cit., p. 162.

[14] A theoretical perspective which holds that the structure and activity of government itself must be viewed as the most important determinant of public policy is institutionalism. This perspective, though extreme, directs attention to the important fact that, strictly speaking, a policy is not a public policy until it is legitimized in legislation or formally adopted by government - for example, by the Cabinet, a department of government or a governmental agency. See: Thomas R. Dye, Understanding Public Policy, Second Edition (Englewood Cliffs: Prentice-Hall, 1975), pp. 18-21.

[15] Miller, op. cit., p. 89.

[16] Ibid., pp.89-90.

[17] Robert Presthus, Elite Accommodation in Canadian Politics (Toronto: Macmillan of Canada, 1972), p. 71.

[18] Ibid. Emphasis in the original.

[19] Glyn R. Berry, "The Oil Lobby and the Energy Crisis," Canadian Public Administration, 17:4 (Winter, 1974), 605.

[20] Eckstein, op. cit., p. 27.

[21] Schoettle, op. cit., p. 163. Emphasis in the original.

[22] Miller, op. cit., p. 90.

[23] Ibid., p. 91.

[24] Ibid., p. 90.

[25] This definition is developed from essentially consistent notions of public policy from the perspectives of political science and the so-called policy sciences. Y. Dror, Public Policymaking Reexamined (San Francisco: Chandler, 1968) says that "public policy, in most cases, lays down general directives, rather than detailed instructions, on the main lines to be followed" and that "detailed sub-policies . . . are usually needed to execute it" (p. 14). "Policy-making," says R. A. Bauer, "is by definition setting a course to be followed in the future." R. A. Bauer and Kenneth J. Gergen (editors), The Study of Policy Formation (New York: The Free Press, 1968), p. 18. In a view of the political system that reflects the concepts of David Easton, Almond and Powell suggest that on the "output" side of the political system we can speak of "symbolic outputs, including . . . statements of policies and intents."

G. A. Almond and G. B. Powell, Jr., Comparative Politics: A Developmental Approach (Boston: Little, Brown and Company, 1966), p.27. In the same conceptual vein, Thomas Dye contends that "outputs of the political system are authoritative value allocations of the system, and these allocations constitute public policy." T. R. Dye Understanding Public Policy, Second Edition (Englewood Cliffs: Prentic-Hall, 1975), p. 36. See also: David Easton, "An Approach to the Analysis of Political Systems," World Politics, 9 (1957), 383-400 and Ira Sharkansky (editor), Policy Analysis in Political Science (Chicago: Markham Publishing Co., 1970), 61-79.

[26] Miller, op. cit., p. 14.

[27] Phillip Monypenny, op. cit., pp. 187-88.

[28] See chapter five in: Robert A. Dahl, Modern Political Analysis (Englewood Cliffs: Prentice-Hall, 1963).

[29] R. Baird, op. cit., p. 7.

[30] Presthus, op. cit., pp.172-73. In this study, the 'power' 'effectiveness', 'strength' or 'success' of an interest group are synonymous with its 'influence'.

[31] Robert A. Dahl, Who Governs? Democracy and Power in an American City (New Haven: Yale University Press, 1961), p. 226.

[32] See R. Baird, op. cit., pp. 8-10.

[33] This list of factors upon which a group's influence may depend are selected and adapted from R. Baird, op. cit., pp. 8-15 and Richard Simeon, Federal-Provincial Diplomacy: The Making of Recent Policy in Canada (Toronto: University of Toronto Press, 1973), pp. 11-15.

[34] Simeon, op. cit., p. 15. It is clear from this brief quotation that Simeon's terminology of strategies and tactics incorporates what R. Baird chooses to call "modes of inducement" and "modes of action." Baird considers modes of inducement as referring to the mental processes of influence, e.g., persuasion. Modes of action refer to the physical processes of influence, e.g., writing a brief or the use of violence. I have chosen to use Simeon's terminology here because it is simpler and more common though perhaps not as precise as Baird's. See R. Baird, op. cit., pp. 10-12.

[35] Presthus, op. cit., p. 147.

[36] Thirty one interviews were initially planned but the former Minister of Advanced Education, James L. Foster, presently Attorney General, did not wish to be interviewed. This was despite three separate letters to him February 12, April 22 and June 17, 1976, explaining the purposes and scope of the study and inviting his participation. Please see Appendix A for the letter used to solicit the interviews and see Appendix B for a complete list of interviewees and the interview schedule.

[37] Simeon, op. cit., p.12.

[38] Ibid., p. 11.

[39] Ibid., pp. 11-12.

[40] If we are to follow rigorously Gabriel Almond's typology of interest groups we would distinguish The University of Alberta, an *institutional interest group*, from the Universities of Coordinating Council, an *associational interest group*. Of institutional interest groups Almond says that: "These groups are formal and have other political or social functions in addition to interest articulation. But, . . . as corporate bodies . . . , such groups may express their own interest or represent the interests of other groups in the society." "Associational groups," says Almond, "characteristically represent the expressed interests of a particular group, employ a full time professional staff, and have orderly procedures for the formulation of interests and demands." Also, contends Almond, "their tactics and goals are often recognized as legitimate in the society and by representing a broad range of groups and interests they may effectively limit the influence of other types of groups." See Gabriel Almond, (editor), *Comparative Politics Today: A World View* (Boston: Little, Brown and Company, 1974), pp. 74-78.

[41] This is basically the approach used by Glyn Berry in his recent article on the so-called energy crisis and role of the oil industry in it. Berry acknowledged that it would be a difficult and complicated task to "examine the activities of the vast range of groups through which the industry's views are expressed." Therefore, he considered the 'oil lobby' as comprised of three separate associations (the Canadian Petroleum Association was one) some of whose *individual* corporate members (Gulf Oil, for example) he treated, on occasion, as "powerful pressure groups in their own right" showing that their influence was exerted "not only through the CPA, but independently of it." The dilemma in this study is similar to Berry's and his approach has been of assistance in resolving it. See: Glyn Berry op. cit., pp. 607-610.

[42] The term 'goals' is Simeon's. Usually he uses 'goals' as synonymous with 'values' and 'interests' in his study. He says, for example, that "goals on specific issues can be seen as intimately bound up with a broader set of overall goals" and that "to understand conflict in particular cases we must understand these wider, or 'superordinate' interests." See Simeon, op. cit., p. 15.

[43] Simeon, op.cit., p. 14.

[44] Ibid., p. 16.

[45] Dye, op. cit., p. 327. Dye's essential point is that a policy's effect on "real-world conditions" is different from interest group reactions to it though both are consequences.

[46] Baird, op.cit., pp. 6-7.

Chapter 2

HISTORICAL BACKGROUND OF THE TRANSFERABILITY ISSUE

INTRODUCTION

General Nature and Origin of the Issue

In general, the transferability issue is a controversy which concerns "the movement of students among the institutions which comprise an educational system."[1] In this study, it is the movement of students from colleges[2] to universities which is of particular interest. Therefore transferability is defined as "a characteristic of a student which entitles him to enter a university on the basis of his performance in a college."[3] Thus, the concept of transferability embodies the idea that a student's educational program or record of achievement in a college is the basis of his entitlement to studies in a university. Two important aspects of transferability emerge directly from this definition: the first has to do with a student's eligibility for admission to university studies and the second is whether he is entitled to advanced placement in a university program. The student who is deemed admissible only begins a university program at its lowest level. A student who is entitled to advanced placement may, upon transfer to a university, receive advanced credit for his earlier studies and will, therefore, commence university studies at a level beyond the first year. In Canada, in the decade of the 1960's, as institutions of the community college type expanded their number and curricular scope, so did they increase their expectations and demands that students transferring from colleges be permitted to commence university studies within or beyond the first year. Often such demands contained, implicitly or explicitly, the idea that universities not concern themselves with whether or not such college transfer students met normal university admission standards or had completed specific prerequisite courses. Instead, universities were to concentrate upon the potential capabilities of such students for university level studies as shown by their success in a college program.[4] The general response of universities to this view was resistance but there were differences among them regarding the particular admissibility and advanced credit policies they adopted. Increased confusion and ambiguity in university policy and practice on these matters and a growing conflict in college-university relationships was the eventual result. Such confusion and conflict was usually most evident in jursidictions where community colleges were a relatively recent but increasingly important feature of the educational system. As developments such as these occurred in Alberta, they produced, by the onset of the 1970's, a significant issue in post-secondary education.

Overview of Developments in Alberta

Beginning in the late 1950's and continuing into the mid-sixties, transfer programs with advanced credit had been established in Alberta's public junior colleges through affiliation agreements with the province's universities. With the onset of the 1970's, these colleges moved from a state of discontent with such agreements to an outright rejection of them including the concept of university affiliation itself. This situation, complicated by poor inter-institutional communication and no indication of an early resolution of problems, soon attracted the attention of a newly-elected provincial government. In 1973, a proposal of the Department of Advanced Education that favored comprehensive policies for system-side transferability and the resolution of disputes by binding arbitration met with little support from universities.[5] As a counter to the Department's initiative and its determination that reformed transfer practices would be achieved by one means or another, the universities promptly entered negotiations with the public colleges and other post-secondary non-degree-granting institutions in an attempt to devise specific intra-system mechanisms for improved transferability. A specific outcome of these negotiations was the creation of a province-wide Council on Admissions and Transfer in September, 1974. What historical developments in Alberta post-secondary education gave rise to the transferability issue and produced, by 1971, the near collapse of the affiliation concept? What developments, after 1971, made necessary the resolution of the issue in a form which required the establishment of a provincial Council on Admissions and Transfer? Providing an answer to the first of these two major questions is the purpose of chapter two. An answer to the second major question will be provided in chapters three and four.

THE JUNIOR COLLEGE MOVEMENT IN ALBERTA: 1957-1965

The origin of the transferability issue resides in what can only be called "the community college movement." In the main, this movement involved the introduction and proliferation of post-secondary but non-degree granting colleges as a unique and important feature of post-secondary education. The community college movement began in Alberta in the 1950's and its first concrete expression was the establishment of the Lethbridge Junior College in 1957. Apart from certain factors in the Lethbridge area which were very important to the establishment of the college, certain technological, demographic and social changes at the time favored its creation.[6] The development of colleges elsewhere in the province is to be accounted for, in part, by these broader social changes.[7] The dramatic expansion in the demand for skilled technicians and paraprofessional manpower was thought to be met most quickly and best by the establishment of junior or community colleges. The substantial rise in secondary school retention rates during the late 1950's and sixties in Alberta, resulted in unprecedented numbers seeking post-secondary education.[8] A junior or community college offered a way to provide such education more cheaply and nearer students' homes. As well, the Lethbridge Junior College was the concrete manifestation of an idea which was gaining increasing importance and acceptance, namely, the democratization of social and economic opportunity through expanded provisions for post-secondary education. A close observer of the history of college education in Alberta, Gordon Campbell, has remarked: "From the beginning of the first public junior college in Alberta . . . the democratization of opportunity became a theme of educators, planners and politicians alike,"[9] and, in the view of such persons, "colleges were a specific instrument . . . to achieve that goal."[10] Because the Lethbridge Junior College became the prototype institution for all public junior colleges established subsequently, it is useful to look at the method of its establishment more closely. This review will show that the seeds of the transferability issue lay, in part, in the early search for clear objectives of the public junior college in the context of existing provisions for post-secondary education.

Lethbridge Junior College: A Prototype Institution

By 1951, the board of the Lethbridge School District was giving consideration to the establishment of a community or junior college as an integral part of its public school system. This was in large part because of the urging of its chairman, Gilbert C. Paterson, a teacher-turned-lawyer who was also chairman of the Lethbridge Chamber of Commerce committee on education. Paterson became interested in the junior college concept while attending legal conventions in the northwestern United States and partly as a result of this experience, S. V. Martorana, a professor of education at the State College of Washington, was asked to conduct a regional and community survey and recommend a plan for a college. Martorana's report of 1951[11] suggested that the opportunities for post-high school education in the area were limited and pointed to the narrow scope of curricular offerings in Alberta's schools of agriculture and institute of technology and art. Significant too, was that Martorana outlined the characteristics of the community college movement in the United States and drew comparisons between the Lethbridge area and its educational and community needs and similar areas of the northwestern United States. In the light of these comparisons, the ethos of the community college movement, and specifically local requirements and opportunities, Martorana recommended that a thirteenth year be created in the Lethbridge school system. This would constitute the Lethbridge Community College and its curricular offerings would be:

> (1) Courses which transfer to a higher educational institution and count toward an academic degree, (2) offerings which develop an educational competency and lead directly to employment, (3) programs of a varied nature which will enable a student to explore . . . his particular aptitudes and interests, and (4) offerings of many types for adults . . . who wish to study part time.[12]

However, after the release of Martorana's report "the early search for objectives of a college appeared to concentrate upon the need to provide opportunities for university level studies in Lethbridge available to students of southern Alberta."[13] A meeting held in April, 1956—attended by officials of the Alberta government and The University of Alberta, and board members and school superintendents from Lethbridge and the surrounding area—urged that the proposed college "must particularly meet the needs of students wanting university training, and of other students desiring vocational or terminal courses."[14] At this same meeting, the vice-president of The University of Alberta and a known advocate of junior colleges, W. H. Johns,[15] recognized that a college should offer both university and technical studies but that it might take various forms:

> (a) A branch of the University as in Calgary . . .
> (b) An affiliated college such as Mount Royal and several Bible Colleges which are . . . loosely associated with the University.
> (c) A college under the direction of a local authority which may or may not be recognized by the University.[16]

Dr. Johns knew which form he preferred:

> . . . it might be best to begin with a Junior College under the direction of the University, partly because of the guidance that the University would be able to offer, growing . . . out of its experience in setting up the Calgary Branch, and partly, because more assistance might be forthcoming from the Government through the University in the initial stages.[17]

Support for a college grew during 1956 and 1957 such that in June, 1957, the Lethbridge District School Board passed a resolution applying for the establishment of a college in accordance with Section 178 of The School Act. This section stated:

> The Board of every district shall, at its discretion, have power, upon obtaining the consent in writing of the Board of Governors of the University of Alberta and the approval of the Minister of Education, to establish a college, in affiliation with the University of Alberta, in which may be taught work of a university grade not to exceed that commonly accepted for credit for the first two years of an Arts course, and may maintain and administer the college, and be entitled to receive grants under THE SCHOOL GRANTS ACT in respect of the same.[18]

In effect, this section permitted local school authorities to initiate the development of a college in the context of the public school system provided such a college affiliated, in the manner prescribed, with the province's single university. With respect to the affiliation requirement, The University of Alberta had the following policy:

> [1] A minimum staff of six teachers giving the major part of their time to junior college work must be maintained. The members of the staff must be university graduates with special training in their particular fields and have at least one year of post-graduate study. [2] Junior college work may be associated with the work of the high school, but must be dissociated both in organization and in buildings from the work of the primary grades. [3] Library and laboratory equipment must be reasonably adequate in the subjects taught in the junior college. [4] The examinations of the junior college will be the regular university examinations of the first year. The conditions of entrance and of advancement to junior college will be those which obtain in the university. [5] Except in the case of high schools which may obtain junior college affiliation and receive the regular department grant, junior colleges will be affiliated on the basis of private

financial support only.[19]

These conditions of affiliation had been established by the General Faculty Council (GFC) of The University of Alberta and only upon its recommendation could the Board of Governors of The University of Alberta approve the affiliation of the Lethbridge Junior College. In April, 1957, the Board of Governors, on the advice of GFC, approved the affiliation. In the fall of 1957, by an order-in-council of the provincial Cabinet, Lethbridge Junior College—the first public junior college in the province—opened in the Lethbridge Collegiate Institute.

The Public Junior Colleges Act: Creating an Educational Tradition

In 1958, the Alberta legislature passed The Public Junior Colleges Act.[20] That the act was a response to an anticipated general development is clear. "If and when the details of the Lethbridge case are settled," said the Deputy Minister of Education in 1957, "the arrangements effected will, in all probability, become the pattern for the rest of the province."[21] Thus, the broad objective of the legislation in 1958 was to provide a general framework for the establishment of colleges and to set out the relationship of colleges to The University of Alberta. At this point, it is useful to note the provisions of the Act which were significant for the transferability issue as it later developed.

The main role of a college was specified by the Act as follows:

> For the purpose of teaching subjects of university level not higher than the level commonly accepted for the first year beyond University of Alberta matriculation in a course leading to a bachelor's degree, or for the purpose of teaching other

> subjects of a general or vocational nature not provided in the high school curriculum of the Province, a junior college may be established . . .[22]

The Act also stipulated that no college would be established unless:

> (a) the Minister gives his consent thereto, and
> (b) the Board of Governors of the University of Alberta has approved, in writing, the affiliation of the junior college with the University.[23]

Further, the Act required that students attending any college would have to present such admission requirements as the University required and college instructors of university courses were to be first approved by the University. Also, a college could bear any name as approved by the Minister "but the name shall include the words 'Junior College.'" In addition, the Act stipulated that a college board consist of members appointed by participating school boards and that revenues could be derived from the province and the federal government, as a supplement to tuition fees and local payments to a college by sponsoring school boards.

In sum, we note that a college was made dependent upon both local school boards and The University of Alberta. Most important for the issue examined in this study, a college could not operate as a comprehensive community college—that is, as an institution offering career and occupational studies along with university transfer courses—without university affiliation. Control or management of the colleges provincially rested with the Minister of Education although this was restricted basically to giving his assent to applications for a college from school boards. Despite the specified duty, in legislation, of college boards to "determine the general policies with respect to the organization, administration, operation and courses of instruction of the junior college," effective control of the junior college rested with its 'senior' or 'parent' institution—The University of Alberta.

The Expansion of Junior Colleges: New Problems

The establishment of Lethbridge Junior College and The Public Junior Colleges Act were clearly precedents for the Alberta government, The University of Alberta and, in a general way, for other communities of the province where an interest in colleges was embryonic but growing. Together, W. H. Johns, President of The University of Alberta, and W. H. Swift, Deputy Minister of Education, saw that the University and the Government facilitated the realization of community interests in college development into the early 1960's. As a result, the establishment of public junior colleges in three other centers of the province closely paralleled the Lethbridge pattern. In Red Deer, a junior college began operation in September, 1964 with an enrolment of 113 students. Medicine Hat Junior College, began operation in 1965 with a student enrolment of 97 students. Grande Prairie Junior College opened in 1966 with an enrolment of 77 students.[24] In each of these centers, the majority of students were enrolled in first-year university transfer courses because, in part, these courses were easiest to begin quickly in rented temporary facilities—most often the local high school. A more important reason for the emphasis on university courses was that the grants available for such courses were higher than for any other type of course.[25] In addition, local school authorities tended to favor university programs, at least initially, no doubt because university affiliation was a requirement for the establishment of a college. Thus the early sixties saw a relatively rapid proliferation of junior colleges though all, including Lethbridge, were very small institutions in terms of enrolments, staff and curriculum scope.

This expansion of colleges was not, however, greeted with universal enthusiasm. President Johns, though himself an enthusiastic supporter of colleges along with the government and local communities, was aware of an attitude toward these institutions among some of his colleagues "which, if not actually hostile, was to say the least, highly skeptical."[26] This view is confirmed by W. H. Swift who, as Deputy Minister of Education and as a personal friend, had worked with Johns in arranging the affiliation of junior colleges:

> I have reason to believe that the academic community was not wholly united behind Dr. Johns with respect to the establishment and promotion of junior colleges. What their fears were, I do not really know. I do not think there was a concern with respect to numbers because the University enrolments were increasing rapidly. I think it must have had to do, surely, with some fear that somehow all of this was in the direction of liberalization of university work and that the end result of it might be that somehow university standards might suffer.[27]

Also, the government's basic approach to college development since 1957—facilitating local school board initiatives—was itself the source of new pressures which the government found increasingly uncomfortable. By 1965 there were proposals to establish two new public junior colleges in Edmonton and Calgary. The government refused the request of the Edmonton Separate School Board for the establishment of a public junior college under the board's auspices. In Calgary, the separate and public school boards both expressed an interest in having the private, church-related Mount Royal College become a public junior college. Mount Royal College had, since 1931, a Junior College Division, offering university transfer courses in affiliation with The University of Alberta. In addition, it had always offered a wide variety of non-university career and fine arts programs, some of which enjoyed university transfer credit outside the province, notably with universities in the United States and eastern Canada. In the case of Mount Royal College, the government acceded to the request in no small part because college officials were anxious to overcome mounting financial difficulties and were prepared to join the school boards in converting the college into a public institution. Thus, in April, 1966, by separate statute,[28] Mount Royal College became Alberta's fifth and, in terms of enrolment, largest public college. When autonomy was granted to the Calgary Branch of The University of Alberta in the same year, Mount Royal affiliated with the new University of Calgary (as did Medicine Hat Junior College shortly thereafter). Although again the government had assisted local initiative by passing legislation and providing financial support, it was beginning to have reservations about the growth of colleges generally. The most important concerns of the government were these:

> First of all, the existing fiscal arrangements created an imbalance in the programming that the government had expected the colleges to undertake. The government had anticipated that the colleges would become comprehensive institutions offering both university studies and technical training; however, what they saw developing gave cause for question. Second, the "iron law of growth" was strong. As new colleges came into being and enrolments expanded, it became evident that the colleges aspired to be not solely a community college but rather a dwarfed form of something grander. There was evidence that colleges anticipated, in due course, being elevated to university status and that already they were laying the

> groundwork. Third, apprehension grew, at the provincial level, concerning the power of local boards; under existing funding arrangements, they had a decisive voice in determining their own future. But what of the needs of the province beyond the jurisdiction of local communities? If the government were to maintain the approach of facilitating initiatives taken by local boards, inevitably there would be disparity in services provided to the whole province.[29]

As the creation of The University of Calgary signalled, university development in the province would very soon further complicate the college scene. In the legislative session of 1966, a new Universities Act[30] was passed. Although primarily concerned with updating legislation governing universities, establishing The University of Calgary and creating a Universities Commission to act as an intermediary between the government and the universities and among universities themselves, the statute contained important provisions regarding the relationship of colleges to universities. A Universities Co-ordinating Council—another agency created by the Universities Act, this to deal with academic matters of joint concern to universities—was specifically authorized to determine minimum standards for the affiliation of colleges with universities. However, the power to recommend approval of a particular affiliation agreement between a university and a college was given in the act to the General Faculties Council of the university concerned. In accordance with the new act, the Universities of Alberta and Calgary soon adopted affiliation policies which were a slight modification of the regulations adopted by the General Faculty Council of The University of Alberta in 1951.[31]

Clearly, by the mid-sixties, college expansion and university development produced unprecedented administrative complexities and new concerns for government, for the universities and for the colleges.

In relation to the chief role of the public junior college, the government increasingly had to emphasize that they must serve others besides the university-bound students and proposals "clothed in the trappings of a college but with the clear intent to press for a university later on were not well received by government."[32] The major responsibility of the universities, as various statutes had established it, was with those courses taught off its own campus by other than regular faculty members. It was the universities' view that these courses had to be evaluated in specific relation to a university's own degree requirements. It was the view of the new Deputy Minister of Education, T. C. Byrne (appointed in May, 1966), that the colleges were beginning to resent the supervision of the university, some regarding its control as excessive:

> There was not a thing they could do that did not need the approval of the university. . . . Colleges were not free institutions in any way, shape, or form. And there was no way they were going to become free institutions until they got out from under the University of Alberta.[33]

Further, in reaching decisions affecting the program and day-to-day operation of a college, teachers and administrators in the college could expect to have to deal with a college board, the Department of Education, the General Faculties Council, Board of Governors and several departments of a university as well as the Universities Co-ordinating Council. Generally, it appears that a situation had developed in which the universities, school boards, and the government—originally allies in the expansion of colleges—found themselves increasingly at odds with each other: "The university was primarily interested in a junior college; the government would accept only proposals outlining a comprehensive curriculum."[34] It seemed to government, certainly to T. C. Byrne, that the time had come for taking a stronger hand in directing the development of colleges, ensuring that their relationship with the universities would not frustrate a broader approach to post-school education.

THE JUNIOR COLLEGE TRADITION CHALLENGED: 1965-1969

The period 1965-69 represents the attempt by government to assert leadership of a kind not apparent earlier in matters regarding post-secondary education. After 1965, the government reversed the trend of local initiative, forced communities to revise their aspirations for their college becoming a university, insisted upon a diversification of college curricula and modified, to some extent, university control of colleges. The common feature of these several initiatives is the challenge to the pattern of development and curricular emphasis which had characterized the junior colleges since 1957. The government's suggestion was that the junior colleges loosen their close ties with the university, de-emphasize transfer courses as an institutional raison d'etre, and strive to serve a broader range of student clientele. It is this suggestion which brought the transferability issue to the fore by the end of the 1960's. The purpose of this section of the chapter is to review this suggestion and the major problems it raised so that we can see how the several elements of the transferability controversy unfold during the latter half of the sixties. These elements can be seen in four major developments all of which the government initiated in its challenge to the developmental tradition of the junior colleges. The first was a study of junior colleges which Andrew Stewart, a former president of The University of Alberta, was asked to conduct.[35] The second, a follow-up of the first, was a conference on post-secondary and continuing education co-sponsored by the Department of Education and The University of Alberta. The third was the creation of a Provincial Board of Post-Secondary Education and, concurrently, a colleges branch in the Department of Education under the same chairman. The fourth was the passage of a new Colleges Act in 1969 which created the Alberta Colleges Commission—a body analagous to the Universities Commission—to coordinate what the act called a "public college system."

The Special Study on Junior Colleges

This study resulted "from a recognition of the pressure of numbers seeking higher education, especially education leading to a university degree."[36] Seeking advice "on the development of higher education around the core of the two main university campuses"[37] the Alberta Survey Committee on Higher Education[38] charged Stewart with investigating the relative merits of three types of institutions to meet this pressure: junior colleges affiliated with universities, satellite campuses in Edmonton and Calgary, and independent degree-granting institutions. Special attention in the study was to be given to existing junior colleges and in particular to Lethbridge Junior College, as "the most mature" of the junior colleges. Stewart's advice was sought on several questions. However, the ones most important to the purposes of this thesis are these:

1. What should be the role of the junior college in meeting a variety of local education needs?[39] "More specifically," requested the Survey Committee, "we should appreciate having your comments on the role of the junior college in providing terminal courses to meet local needs for technical, vocational and adult education."[40] In presenting an answer to this question the Survey Committee noted that Stewart ought to give consideration to the relationship of the junior college to the institutes of technology as well as to the university.

2. As junior colleges grow and develop, how might their role change? On this question the Survey Committee referred to the "natural desire of junior college authorities to see it [their college] become a degree-granting institution."[41] It also instructed Stewart to consider the need for an expansion of university facilities in the Lethbridge area where the first public junior college had been established for eight years.

3. Through what initiative should junior colleges be established and what should be the pattern of financial support for them? Again Stewart was to consider specific alternatives: ". . . the possibility of government or university initiative in forming the college—as against the present scheme of school board activity; full provincial support as against mixed provincial and local support."[42]

In an attempt to answer these questions Stewart first reviewed the reports and recommendations of the government's own committees. Using the first two reports of the Survey Committee (1961, 1963) and a 1965 Report of the Department of Education Expenditure Committee, Stewart showed that conceptions of the appropriate role of the junior college had changed since its beginnings in 1957-58 and that different views regarding its proper role persisted in 1965:

> The relevant question centers around the direction in which they are to develop. At present they are tied closely to the Universities; the latter specify curriculum standards of admission and qualifications of staff. . . . There are those who believe that the Junior College in this Province should offer a somewhat broader service to its community, accepting post-secondary students who intend to proceed to the vocational institutes as well as university and also offering vocational and commercial courses as well as . . . adult education. Is the junior college to become "a service station to the university" . . . or is its function to be more that of a community college?[43]

Secondly, Stewart turned to an analysis of the problem of providing sufficient and appropriate places in post-secondary education. Stewart argued that the solution to the problem of meeting the rising demand for post-secondary education was not simply one of providing an increased number of places in the university system:

> It is not assumed that all those who have completed school may, or should, proceed to university. The universities provide for a limited range of aptitudes, abilities and interests; and this is likely to continue. However, the increase in numbers in the schools and the increasing retention rate mean that greatly enlarged numbers will reach the end of the school system seeking additional educational opportunities and experiences. Many of these will not be admitted to the universities. The provision for them of a valid alternative to university education is a large part of the contemporary problem. A further element is the increasing demand on the part of adults . . . for recurrent or continuing opportunities for educational experiences.
>
> The general problem is to make the necessary modifications or additions to the total educational system in response to these several elements. The appropriate solutions will be influenced by certain other objectives, e.g., the equalization of educational opportunities.[44]

Thus, in answer to question one Stewart recommended that the terminology and concept of the junior college as an institution preparatory to university be abandoned. In its place, Stewart proposed the establishment of comprehensive regional colleges.[45]

Separate and distinct from the secondary schools and the university system, each of these colleges would be referred to as a District College and would be operated by an appointed District Board of Post-School Education. These district boards would be responsible for all forms of post-school education other than university programs. This did not mean that there would be no liaison between the district boards and the universities. Indeed, because Stewart also proposed that the bulk of first- and second-year university students be diverted to the district colleges to complete the junior years of a four-year rather than three-year degree, district board-university liaison would be essential. The especially important matters of setting conditions for admission and prescribing programs of study for district college students who would transfer to a university were to be effected locally by a university-college committee and provincially between a Provincial Board of Post-School Education and a group or agency representative of universities. Further, because he suggested that the district colleges stand in the same relation to the provincially-operated Institutes of Technology as to the universities, Stewart recommended that district authorities arrange for the transferability of technological courses in the colleges which paralleled, in part or in whole, courses at the Institutes.

Stewart's response to question one is best explained by his desire to avoid what he thought were undesirable features and tendencies in the public junior colleges which, in his view, were mainly a consequence of their close relationship with the university. Stewart's review of the public junior colleges was critical of the program emphasis of these institutions and the aspirations for degree-granting status which were related to it. With the exception of Mount Royal Junior College and Lethbridge Junior College, Stewart noted that the public junior colleges offered only university courses and had no plans to introduce subjects of a vocational or general nature or to develop a program of adult education.[46] It was Stewart's view that this situation was inconsistent with the developments intended by the Public Junior Colleges Act of 1958. However, a number of reasons, suggested Stewart, likely explained the preoccupation with university studies by the colleges established after 1957:

> First, university studies carry with them a degree of social prestige which vocational courses do not possess. Second, the attention which has been given to the crisis of the universities and the recognition of the potential enrolments at the universities has created a general concern about the provision of facilities for university education. Third, the recent development of vocational schools and institutes of technology has seemed to serve the needs for post-school technical-vocational education. Fourth, the financial support for university studies through Federal aid and the University and Colleges Assistance Act has been relatively generous in relation to the costs. It appears that the pattern of concentrating on University studies has become established, and that the Junior Colleges as they are now developing leave a vacuum in post-school education in their districts which can be filled only, if at all, by an extension of the activities of the Schools.[47]

In the light of these comments it is important to ask why Stewart did not recommend that the district colleges be established as institutions which offered only non-university courses making no provision at all for university transfer studies. The answer to this question is to be found in Stewart's "Main Proposal." It was a recommendation that would appear to frustrate the attention of district colleges to non-university education that Stewart apparently desired.

The "Main Proposal" involved three major elements: the requirement that four years of university be taken (at the time it was three years) after Grade 12 before the first degree, the requirement that students attend for two years the university which confers the degree, and the requirement that the first two years of a four-year degree be taken in a district college.[48] Stewart's concern that a university which confers the degree "should have the students in its environment and under its care and supervision for an adequate period" seems to have been important to all the requirements of the "Main Proposal."[49] But the combination of two years at a college and two years at a university also had advantages for the district colleges, argued Stewart:

> It is important to the development of strong post-school . . . institutions, particularly in Districts with relatively small numbers, that the College . . . established can draw upon a diversified student body, of sufficient size for effective and economical operation. . . . Under the conditions of four years to a degree, where three years were previously required, the university should be less concerned to impose conditions on the college, thus leaving a greater measure of flexibility to the college in developing its programs of study.[50]

It is clear from the above, despite his expressed desire that non-university education be given priority in a reformed district system of post-secondary education, that Stewart rejected the approach being taken at that time in Ontario—the establishment of special purpose institutions at the post-secondary level for vocational education only. Stewart referred to these institutions—Colleges of Applied Arts and Technology or CAATs as they were called—in his study but argued that to adopt them as a model for the district colleges in Alberta also would contradict the intentions of the Public Junior Colleges Act. But as he elaborated his argument on this point, Stewart revealed perhaps the real reasons for his "Main Proposal":

> The adoption of the [Ontario] approach would increase the pressure of numbers at the universities in Edmonton and Calgary, or require the establishment of Universities or satellite campuses. . . . Outside of Edmonton and Calgary there are few centres in which the complete separation of university and non-university studies would not result in uneconomical duplication of facilities.[51]

Stewart's case for comprehensive district colleges thus seems to have rested as much on economic considerations as on educational ones: the development of a strong regional system of colleges offering two-year university studies along with vocational education would permit the university campuses at Edmonton and Calgary to stay within their preferred enrolment ceilings.[52]

In response to question two—the possibility of a changed role for the junior colleges as they grew in size—Stewart proposed that the district colleges not strive to become degree-granting since their main purpose was to provide non-university post-school education. Stewart preferred that universities or branches of universities be established in districts where they were needed but apart from the comprehensive college of the region. Under this proposal Stewart expected that the Lethbridge College Board would continue to support a comprehensive college and that the need for university education in the Lethbridge area could be met by existing transfer arrangements. However, said Stewart, there were reasons in favor of developing university programs in Lethbridge "apart altogether from the pressure of numbers in Edmonton," and it is evident he favored the gradual development of a university at Lethbridge whether or not his diversion proposal was accepted. However, it is significant that he did not suggest that the Lethbridge Junior College become degree-granting but that a new institution be established, initially as a branch of The University of Calgary with the ultimate objective of separate degree-granting status.

With respect to the third question—who should take the initiative for the establishment of regional colleges—Stewart recommended strong provincial leadership. The province should establish Districts for Post-School Education that would include all parts of the province, and appoint the District Boards. The educational programs of Districts might well vary, said Stewart, but to maintain a degree of co-ordination in the conduct and systematic development of post-school education throughout the province, a Provincial Board of Post-School Education should be established. More specifically, the creation of the Provincial Board would tend to counter the emphasis on university studies that Stewart had observed in the public junior colleges established after Lethbridge. Because the 1958 Act had "failed to create the needed systematic approach to the problems of post-school education in the communities in which the colleges are located,"[53] it "would be the function of the Provincial Board to generate the philosophy of post-school, non-university education."[54] Given this function and Stewart's intention that the Provincial Board be the ultimate authority in all matters concerning the conduct of post-school education including university studies, the Special Study proposals presented a clear challenge to the developmental tradition and close university relationship of the junior colleges.

Stewart's proposals foreshadowed the Public College Act of 1969. In the program emphasis to be achieved in colleges, in their governance, in their regulation and funding through a provincial coordinating agency, Stewart's regional colleges and Provincial Board are strikingly similar to the public colleges and Colleges Commission created by the 1969 legislation. But Stewart's overall "blueprint" for Alberta post-secondary education was not to materialize. Why could it not be accepted?

University Reaction to the Special Study Proposals

Perhaps one of the most important reasons for Stewart's proposals not being adopted in their entirety was the position of The University of Alberta regarding them. Its views are contained in a report of the Academic Planning Committee which was adopted by the General Faculty Council of The University of Alberta in October, 1966.[55] The report is not a comprehensive review of Stewart's study. It is essentially an attack upon Stewart's "Main Proposal" and a 'position statement' by the General Faculty Council (GFC) on junior colleges in the province. Early in its appraisal, the report pointed to existing plans for "the accommodation of 18,000 students at Calgary and the development of a second southern-Alberta university at Lethbridge."[56] This meant, said the GFC report, that "the problem of accommodating university students is acute only in the north."[57] However, GFC opposed Stewart's proposals for "mass removal of first year and second year students from the university" and questioned "the contention that the major portion of [these] students must . . .

be housed in District Colleges."[58] It questioned too the implication in Stewart's proposals that "first-year students will not be allowed freedom of choice to attend a college or a university" and "that students who achieve success in certain two-year college programs will be eligible for entry to third-year programs in the university without penalty."[59] As well, GFC dismissed Stewart's contention that rural youth particularly, after achieving success in a college program, could more easily make a successful transition to university life. Such contentions were merely "speculation" said GFC, which, "by itself, provides no reason to remove from the university the majority of first year students who do make successful transitions to the university even though their numbers 'could be a significant factor in contributing to the success of District institutions.'"[60] Further, GFC considered it "extremely unlikely that an institution like a district college could reasonably expect to attract a staff qualified to teach thousands of first year and second year university students."[61] GFC also expressed the fear that even if staff could be recruited "with qualifications similar to those of graduate teaching assistants as presently employed in the university" the quality of instruction might "fall below that at present . . . in the university."[62] On this point, GFC argued: "It is one situation . . . to have persons so qualified teaching independently (as they will in colleges) and another situation to have them teaching under the supervision of highly qualified staff as in the university."[63] Finally, "even granting an adequate level of instruction in district colleges," GFC argued it could not endorse a plan for post-secondary "that would add millions of dollars to the cost and, at the same time, provide an inferior form of university education."[64]

While the GFC-adopted report was critical of Stewart, it said it recognized "the need for college-type educational institutions to be developed in Alberta." In light of this recognition, GFC advanced the following 'position statement':

> Recommendations are that:
>
> (i) General Faculty Council recognizes that there may be a need for district colleges throughout the province, to offer a variety of two-year programs, non-university in character, for post-secondary education.
>
> (ii) General Faculty Council oppose, as general practice, the creation of district colleges primarily for the accommodation of matriculated students desiring university education, the only exceptions being districts in which universities are to be established within a six-year period.
>
> (iii) General Faculty Council recommend that in districts which have no university facilities, colleges be allowed to offer, with the approval of the Co-ordinating Council and the Universities Commission, university work of first-year level.
>
> (iv) General Faculty Council recommend that in districts which have university facilities, a district college should not be allowed to offer university level work, except where the program is of a special nature such as . . . the combined university-matriculation program at Mount Royal College.
>
> (v) General Faculty Council support plans for joint university college efforts to provide students not formally qualified as matriculants, a "second chance" route to university studies.[65]

The reception of Stewart's study by the Alberta government was in some contrast to that of The University of Alberta. According to the Deputy Minister of Education at the time, T. C. Byrne, Stewart's report "did a good deal to shape government opinions with respect to the colleges."[66] When the Department of Education sponsored the three-day "Conference on Post-Secondary and Continuing

Education" in November, 1966, it was with the clear intent to consider the concrete application of Stewart's proposals.

The Conference on Post-Secondary Education and the "Non-Act"

Because it was initiated and organized by government, the conference was a kind of official search for "the sense of objective and policies which should guide the development of post-secondary and continuing education in Alberta."[67] In search of such objectives and policies, conference delegates (mostly professional educators) reviewed the Report of the Fact Finding Committee on Post-Secondary and Continuing Education in Alberta[68] and reacted to proposed legislation prepared by a conference advisory group which included Andrew Stewart. What was the contribution of these two formal procedures to the deliberations and outcome of the conference?

Most important, the Fact Finding Committee attempted to isolate areas of neglect in the provision of post-school educational services. Regarding the high school matriculation program in relation to university status, the Committee noted that "Alberta's position is not a particularly enviable one in that the percentage of students in first year university [as to total Grade 12 enrolment] falls behind that of the other western provinces."[69] Implicit in the Committee's questions at this point was the suggestion that the junior colleges might help remedy such a situation:

> Do our matriculation exams exclude from further academic studies students who could successfully complete degree programs?
>
> Should not the Junior College have a salvage function, e.g., the Combined Matriculation-University Program at Mount Royal College undoubtedly provides a second chance to many students who fall

just short of matriculation requirements?[70]

Assessing the opportunities for non-university education, the Committee's survey of the enrolments of the junior colleges and the institutes of technology led it to conclude that "a very substantial number of students who obtain high school diplomas do not in fact pursue further systematic full-time post-secondary education."[71] The low enrolment of diploma students in Alberta's colleges was explained by circumstances which Stewart had described and to which the Committee drew considerable attention: except for Lethbridge and Mount Royal, Alberta's junior colleges offered only academic university courses. This meant that for the majority of Alberta's high school leavers in 1966 most of the junior colleges offered no admission and no program. Except for Mount Royal College, this was also the case for the student who was "just a little short of matriculation" since admission to college transfer programs required university admission standards. Considering the implications of these findings, the Fact Finding Committee concluded:

> In sum . . . public Junior Colleges as well as the regional Colleges proposed by Stewart should be encouraged to develop experimental university parallel or university transfer programs specifically to provide a "come-up" route for that population of students who, for various reasons, fail to qualify in the normal sequence of educational experiences for university admission. Such institutions might also focus on the development of programs which would aim at those students who attempt university and fail, i.e. "a second-chance" program.[72]

At the same time the Committee noted the "considerable emphasis . . . placed by those Junior College officials interviewed on the need for adequate planning of such programs and for full awareness of the possibilities for lowering university standards which they carry with them."[73] In the face of this cautionary attitude on the part of junior college officials and the opposition of The University of Alberta to Stewart's proposals, the draft legislation was certain to be controversial.

Except that it did not require the diversion of first and second year university students to colleges outside Edmonton and Calgary, "An Act Respecting Post-Secondary Education Regions"[74] represented the translation of Andrew Stewart's proposals into the language of a legislative act. This draft legislation (or "non-act" as it came to be called) provided for the creation of regions for post-secondary education throughout the province. Notably, a college and its service area were to be established by the authority of government acting through the Minister or its Provincial Board and that neither university approval nor university affiliation was required in this. Further "in matters of affiliation with other post-secondary institutions regional boards shall proceed by application to the Provincial Board."[75]

Provision for the establishment of a Provincial Board of Post-Secondary Education is one of the strongest indications in the "non-act" that the Alberta government looked favorably upon the Stewart proposals of a year previous. As Stewart had recommended, the chief duties of the Provincial Board were to review and co-ordinate the work of the regional colleges, to study provincial needs in the post-secondary field and suggest policy to the Minister, the Cabinet and the Universities Commission, to arrange for affiliations between regional colleges and other post-secondary institutions, and to advise on matters of financial support. Further, the nine-member Board was to be appointed by the Minister of Education and to report to the senior civil servant of that ministry, the Deputy Minister of Education.

However, in relation to the development of the transferability issue, the "non-act" proposals regarding the educational program of regional colleges are perhaps the most significant. The draft act favored a comprehensive curriculum for the colleges:

> A regional board through the establishment of a regional college may provide for the following programs—programs, credit for which may be transferred to university; vocational programs leading to occupations in agriculture, industry, business and public services; programs of general education; programs of continuing or adult education; programs, credit for which may be transferred to institutes of technology, and such other programs . . . within its authority.[76]

For many college representatives at the conference, the limitation of transfer programs to "the first two years of a four-year program leading to degrees in arts or science"[77] was considered unduly restrictive. Certainly this limitation frustrated the ambitions of some colleges for degree-granting status and the establishment or expansion of professional programs. In addition, the standards proposed for admission to all college programs—vocational and academic alike—most disturbed university representatives although some college personnel were equally concerned. The "non-act" stated:

> The entrance requirements established by Regional Boards for admission to any college program shall not exceed the standards set for an Alberta High School Diploma or its equivalent.[78]

This proposal was the direct opposite of the existing practice of requiring that entrants to transfer programs present university admission. The suggestion was inconsistent with the university's traditional regulatory role in all aspects of the university transfer program and would, in the view of some delegates, jeopardize the quality of university courses in the colleges and create unnecessary insecurities and difficulties in the awarding of advanced credit by universities. If high school matriculation was not to be required for admission to university programs for advanced credit how, asked both college and university delegates, could junior colleges claim, and the senior university admit, that such programs were of equivalent quality to those offered in the university? Further, they asked, were normal university admission standards to be altered for some students just because their route to university studies was through the colleges? Such concerns as these were only to be heightened by the views Gordon L. Mowat held as to the results the "non-act" should accomplish.

Mowat was one of the official contributors to the conference no doubt because of his familiarity with education in Alberta. During the mid-1950's Mowat had been a High School Inspector and later Assistant Director of School Administration with the Alberta Department of Education. In addition, he had been Vice-Chairman of the Royal Commission on Education in 1959 and knew of its studies and deliberations regarding community colleges. Since 1956, he had been with the Department of Educational Administration at the University of Alberta where his interests and work focused upon post-secondary education. Mowat's views are important considering his involvement in several later developments.

Introducing "An Act Respecting Post-Secondary Education

Regions" as "a point of departure for discussion," Dr. Mowat argued that the provincial government "should establish colleges of the regional type, aimed at those who cannot or will not attend university."[79] The main purpose of the regional colleges should be to "serve anybody over the age of compulsory attendance in public schools regardless of educational background, under generous admission conditions,"[80] Mowat told delegates. "Moreover in other college regions where limited university type work will be done, aspirations and contentions regarding the development of complete universities are starkly unrealistic,"[81] he said. Recognizing the widespread concern that youth must receive a university education and that the demand for it continued to grow, Mowat suggested that the solution to such demands "does not dictate the diversion of expenditures from one area of the province to another for the same type of educational service."[82] Mowat elaborated:

> . . . I am not in sympathy with Dr. Andrew Stewart's idea that large portions of the university enrolment of the first and second year be diverted to colleges simply because their numbers could be "a significant factor in contributing to the success of the district institutions." . . . the non-university market which is already much larger than the university market must be developed in its own right.[83]

Mowat further suggested that if the universities and the technical institutes continued to serve the needs for advanced and specialized education, junior colleges could provide for mass education. Observing that many people had given verbal support for such a role for junior colleges, Mowat told the conference that "my impression is [that] words have become stronger than deeds [and] wherever a college starts, community preoccupation is with university programs."[84]

Mowat's views and the "non-act" received a mixed reception. Many conference participants said they needed more time to discuss the issues involved. The Deputy Minister of Education, T. C. Byrne, said that the conference was obviously concerned with only one basic question—should the junior colleges' main objective be to serve the need of the 60 to 70 percent of students who fail to meet university requirements?[85] When several delegates asked if the proposed "non-act" was to be a pattern for all colleges including the five already established, Byrne replied: "I'm sure it couldn't be otherwise."[86] However, questions from the junior colleges, though not a direct response to Byrne, showed that they disagreed somewhat with his views:

> If the present Junior Colleges Act is in need of amendment, might it not be well to do this as a temporary measure rather than to rescind the act and replace it with an act which would be much broader in scope but which had not been subjected to critical public appraisal?
>
> If Junior Colleges should be established to meet community needs, would this not make it inevitable that each should have unique features that would distinguish it from other Junior Colleges in the Province?
>
> If adult education or Vocational Training is being dealt with efficiently by some other organization in a community, why should it be taken from the organization and made a responsibility of the Junior College?[87]

Thus, at the end of the conference, three main conclusions were obvious to the delegates: the relationship of the colleges to the university required some changes; a search for a resolution of the several issues involved in college education would have to continue, and the "non-act" was unacceptable.

The Board of Post-Secondary Education

While the "non-act" was withdrawn, its proposal to establish a Provincial Board was acted upon. In 1967, by amendments to the Public Junior Colleges Act, the Provincial Board of Post-Secondary Education was created to "review and coordinate the work of the junior colleges" and to "study provincial needs in the post-secondary field and make recommendations to the Minister."[88] Significantly, the legislation provided that regulations regarding university transfer programs and their admission requirements, the hiring of instructors for university courses, and the affiliation of colleges were to be "prescribed by the Provincial Board in consultation and agreement with the [Universities] Co-ordinating Council."[89] In particular, subject to the same "consultation and agreement," a college could be approved to teach university courses beyond the first-year level and might be affiliated with one or more universities. Clearly, such provisions as these were designed to bring the development and conduct of college education more within the responsibility and control of the government in opposition to the previous pattern of local initiative and university dominance.

Significant too, was that Gordon L. Mowat became Chairman of the Provincial Board and, concurrently, the Director of Colleges in the Department of Education.[90] Mowat viewed the Provincial Board of Post-Secondary Education primarily as "a continuing conference on colleges" and assumed that a consideration of the growing stresses and strains in college-university affiliation was within the scope of functions assigned to the Board. It appears that, from the outset, the Board sought to establish the general acceptability to all universities of all university-level work done in colleges, that is, a system of accredited colleges rather than one-to-one affiliation agreements between a college and a university. Here is Gordon Mowat's explanation of the Board's efforts in this regard:

> The Board didn't really do much to resolve this issue. I can recall trying to change some of the consequences of the spirit of affiliation, it being the way universities and colleges were bound together. Even when an affiliation agreement had never been signed, the two institutions would behave as if one were in effect. And this was based mainly on the superior position of the university or anybody in the university to say "yes" or "no" to a proposition advanced by a college. The one thing that the Board did was attempt to have the universities agree that a student from the affiliate college—eligible to attend a particular university—be eligible to enter any other university. That is, if there were an agreement between Medicine Hat college and The University of Calgary, we wanted the university system to say that a student, having achieved the right to enter Calgary could enter any university in Alberta.[91]

Equally apparent during the Board's deliberations in 1968 and 1969 was the preference of universities for a continuation of the affiliation concept. The Board conducted several meetings with college and university officials to consider possible modifications to the affiliation concept to no avail. Again, Mowat's recollections of these discussions suggest why they were not fruitful:

> I have two impressions: One, I received very good support from certain officials in The University of Alberta . . . On the other hand, I sensed that universities didn't take the Board very seriously. . . . The universities had, for years, enjoyed quite a bit of independence in setting the conditions under which students could enter programs, enter universities. They weren't dissatisfied with what they were doing in past years and they were not about to move or be moved away from positions they had come to accept. The Universities Co-ordinating Council did, I think, a very adept job of 'sitting on' or ignoring matters related to the transfer of students which were referred to it by the Board.[92]

As late as March, 1969—two months before the Provincial Board was to be dissolved and replaced by a Colleges Commission proposed in new legislation prepared by the Board—negotiations concerning affiliation and related matters of transfer credit still continued among the Board, the Junior Colleges Committee of The University of Alberta and the Universities Co-ordinating Council. The situation became even more complicated when Dr. Henry Kolesar, a representative of the Board, and Dr. Walter Neal, a representative of the Co-ordinating Council, agreed to a document on affiliation prepared by the Council only to have it questioned subsequently by the Board and some college presidents. A chief point of concern to those who objected was the method by which universities henceforth would evaluate the university program of a transfer student. In these sections of the affiliation document as proposed by the Co-ordinating Council we can see the basis for their concerns:

> The receiving Faculty or Department will have the responsibility of evaluating the student's program and making judgements as to the appropriate place of the student in his university program. In this respect, however, first year courses need not be identical with the first year courses required in that university. . . . While exercising its own professional judgement with respect to curriculum, teaching methods and examinations the college will have to keep in mind the requirements its students will have to meet for successful transfer to a university or universities.[93]

Thus, if a college wanted to aim its transfer program at several universities, it could do so at the risk of having the advanced credit value of that program for particular students entirely subject to the judgement of universities receiving those students. Since the judgements of different universities might vary, college presidents and Board members wondered what assurances of advanced credit might be given to students in generalized transfer programs i.e. programs in which first year courses were not identical with those required in a particular university. No assurance seemed possible in view of the intentions of the university as stated in the document. The Board itself had favored "flexibility of assessment" for transfer students but one which would permit, as a general practice, less, not more, university scrutiny of the individual courses in a student's transfer program. The stance of the universities in these sections clearly made the choice of one-to-one affiliation a "safer" alternative for the colleges. If colleges were to maximize the advanced credit value of their university transfer programs, then programs composed of university courses which duplicated those of a particular university were the most appropriate. It appeared that the Board's ambitions for a system of accredited colleges was being frustrated by these sections. However, there was some slight concession by the universities to the Board's objectives:

> A College affiliated with a provincial university will be regarded as an approved College by all other universities, and a student from any approved College will be eligible to apply for admission to any Alberta university.[94]

Campbell has suggested that certain changing circumstances in university education at the time, as well as the intentions of the government, help explain the response of universities to suggestions that the affiliation concept should be modified:

> The supporting role of the University of Alberta, particularly through the office of the president, contributed immeasurably to the formative influences determining the structure and functioning of the college system. . . . During this period, however, the contribution that the universities might make changed substantially. Firstly, the universities commission had been created and was tending to become the spokesman for the collective interest of the universities. Secondly, Walter Johns, the enthusiastic supporter of colleges, had retired and was succeeded by a president

> who, although much interested in colleges, had not played so direct a part in college development. Thirdly, instead of just one institution, there were now three, and a fourth in the offing. The University of Calgary had come into being in 1966 as an independent institution, and the University of Lethbridge was created in 1967 out of the university level studies program then underway at the Lethbridge Junior College. A precedent had thus been set regarding the "vertical mobility aspirations" of colleges, and the government was not anxious to see this precedent repeated. . . . it was most anxious to clarify the relationships between universities and colleges by giving its major attention to the needs of the colleges themselves. Finally, and perhaps most importantly, the post-secondary board had been created. . . . Thus, the direct contribution which the University of Alberta had once made was being made indirectly now through representatives of the universities commission on the post-secondary board.[95]

In the meantime, the Board of Post-Secondary Education was preparing specific proposals for Cabinet reaction. These proposals, among other things, would allow for the establishment of a Colleges Commission—a coordinating body for all public junior colleges—before the end of 1969. A commission for the college system which paralleled the already existing Universities Commission was not what the Board had originally proposed. It had favored the creation of one Provincial Commission of Post-Secondary Education.[96] Certainly, one of the Board's reasons for favoring a single commission was that it hoped several issues concerning the relationship of colleges with universities could be resolved in a single forum. Further, the deliberations of the Board during 1968 and 1969 suggested that such issues would likely become more complicated and that the existing plurality of agencies having overlapping jurisdictions did not facilitate the resolution of issues. However the universities were not enthusiastic about merging their interests in a single agency responsible for all post-secondary education. Nor did the government favor a single commission. Acting against a strategy that might resolve the very issues the government sought to overcome in creating the Provincial Board, the Cabinet rejected the Board's original recommendation. Mr. Robert Clark, a member of the Social Credit Cabinet at the time and later Minister of Education provides this explanation of the government's decision:

> Ray [Reierson, Minister of Education] recommended to Cabinet that we move to one commission. It was the feeling of Cabinet . . . that one commission would tend to be overshadowed by the university system.[97]

In the face of the government's resistance to a single commission, the Provincial Board presented, in June 1968, a set of proposals which it knew had a good chance of total acceptance. The Board proposed:

(1) That institutes of technology, agricultural and vocational colleges, junior colleges, and other public institutions which serve similar post-secondary clientele be looked upon as parts of one provincial college system.

(2) That normally colleges should be designed to serve persons who possess a high school diploma or its equivalent, OR who are adults by definition (ordinarily 18 years of age or older).

(3) That the administration of the college system be completely distinct and separate from that of the public school system.

(4) That college boards do not have access to property taxes as a source of revenue.

(5) That a Provincial Colleges Commission be established to replace the Provincial Board of Post-Secondary Education, and that it be given statutory powers to undertake appropriate functions in relation to the college system.

(6) That the five public junior colleges, the three agricultural and vocational colleges, and the two institutes of technology all be placed under the direct administrative control of boards of governors.

(7) That provisions be made that a board of governors might have jurisdiction over more than one campus.[98]

In terms of the transferability issue as it came to be recognized after 1969, proposals two and five are the most significant.

Proposal two was intended "to establish the primary purpose of the colleges in terms of persons who should be admissible"[99] said the Board. The Board was careful to point out that "the word 'normally' implies flexibility."[100] Therefore, argued the Board, the suggested entrance requirements would provide for:

> . . . the admission of persons, of any age, who have achieved at least a High School Diploma or its equivalent; the admission of any person defined as being adult (. . . 18 years . . .) who has achieved less than an Alberta High School Diploma; the admission of other persons . . . who might profit from at least one year of work, for high school credit, in a college where specialized options could be available.[101]

Justifying proposal five, the Board emphasized that more effective operations "can result from separate provisions for the internal government of an institution (Proposal 6) and for the overall government of the system (Proposal 5)."[102] But the "overall government of the system" which the Board proposed meant the "establishment of one body [a Colleges Commission] with extensive powers, outside of government structure and with its own staff, to coordinate and regulate the college system as a whole."[121] Recalling that the Board of Post-Secondary Education had been created within the Department of Education, it is useful to ask why the Board did not recommend that the existing structure be continued for coordinating the work of the colleges? According to T. C. Byrne, the experience and views of Gordon Mowat best explain proposal five:

> Gordon . . . had a tremendous influence on the direction of thinking of that committee. He is strongly oriented towards California in his background and when he went to Eastern Canada he was not impressed by what was going on . . . he found all

> sorts of things wrong with the CAATs and with the central administration of the system that they had developed . . . He was very critical of the control in the Department of Education. He didn't favor that, he wanted the establishment of a Commission and here's where Gordon and I parted company in terms of views on organization. . . . My views were those that one would find typically in a Deputy Minister: Why set up a commission to do something which could be done just as effectively within a branch of government? So I favored the Ontario system and Gordon didn't. . . . I lost the argument, but my argument was weakened by the fact that it could be interpreted as a Deputy Minister trying to prevent the breakup of his empire. . . . On the other hand I had valid reasons . . . not the least of which was that I had seen commission government operate—I was a member of the university commission—and I didn't think that was the way governing structure should be established. It was too remote from the people, hard to get at and met in private.[103]

The Cabinet agreed to all the proposals except proposal six: all non-university institutions would be regarded as parts of one system but "for the time being institutes of technology and agricultural and vocational colleges will continue to be under the Department of Education and the Department of Agriculture, respectively. . . ."[104] In response to the Cabinet's view of its proposals, the Provincial Board drafted a legislative alternative to the Public Junior Colleges Act. With virtually no changes this draft legislation became the Colleges Act of 1969.

The Colleges Act of 1969

By October 1, 1969, An Act Respecting a Provincial College System had been proclaimed in its entirety. By this Act, the public junior colleges became Public Colleges supported by provincial funds. The Act provided for college boards of governors, completely separate from the public school and university systems, to be appointed by the provincial government. The Act also established an

Alberta Colleges Commission of nine members whose chairman was appointed by the Lieutenant Governor in Council and who reported to the government through the Minister of Education.[105] The Commission was to act as a liaison body between the colleges and the government, and between the college system and the university and secondary school systems. It was also to act in a regulatory role in relation to the financial affairs and educational programs of the public colleges. With respect to curricular affairs, a college board could offer courses of a "general, academic, vocational, cultural or practical nature" as it wished. It could also "establish the admission requirements for students of its college." In both cases, however, the approval of the Colleges Commission was required. University affiliation as a condition for the establishment of a college was absent from the 1969 Act. However, the universities, through the Co-ordinating Council, retained the guarantee of consultation should transfer programs be offered in the public colleges. The Colleges Act stated:

> Members of the college system may be affiliated with Alberta Universities subject to the regulations established by the Commission following consultation and agreement with the Universities Co-ordinating Council.[106]

These provisions reflect the Provincial Board's understanding of the position of the universities regarding the nature and degree of college autonomy that they would find acceptable in matters which, in their view, affected university standards. The colleges found a degree of independence from universities in the liason role and regulatory responsibilities of the Colleges Commission in any arrangements for affiliation and transfer. Further, the Commission's publicly-stated view that the colleges should emphasize "instructional programs other than university transfer, and clientele . . . other than those who wish to attend universities"[107] was some protection to those in colleges who did not favor local ambitions for a 'junior university.' However, it remained to be seen whether the Colleges Commission would effect the broadening of the public colleges' curriculum which the Government and its Department of Education had urged since 1965.

THE TRANSFERABILITY ISSUE RECOGNIZED: 1969-71.

The Affiliation Concept: Source of Conflict

The Colleges Commission was effectively established by the fall of 1969. From the outset, the Commission realized that it would have to face the problems related to affiliation and the evaluation of university transfer programs which the Provincial Board had found so troublesome. At the Commission's first meeting in September, 1969, the new Minister of Education, Robert Clark, urged upon the Commission's chairman, Dr. Henry Kolesar, an early resolution of outstanding issues.[108] These outstanding issues included: ratification of an affiliation policy document satisfactory to both colleges and universities, a definition of matriculation equivalency in the case of students who commenced university transfer programs with matriculation deficiencies, and the establishment of suitable procedures for the introduction and conduct of second-year university transfer programs in the colleges.

The controversial affiliation document that had been agreed to then challenged in the last months of the Provincial Board's existence had not been formally sanctioned by any group or agency. However, in November, 1969, the Colleges Commission finally approved it.[109] Apparently, the Commission was prepared to overlook, for the time being at least, objection to the document which had been made earlier. According to Small, the main reason for the Commission's approval was the firm view of the Co-ordinating Council:

> Because of the considerable differences in program details between similar departments of different Universities, there will have to be flexibility of assessment of a transferee's student background. A Department may have to say that it can accept certain courses, but that for another it may be necessary for the student to do some other pre-requisite study.
>
> A college will have to be aware of the differences and decide whether it is going to aim towards one particular university with perhaps some divergence from the others or try to provide a general course aimed at all Universities.
>
> I think much of these details will be clarified as operations proceed, particularly if regular professional liason is maintained at Department levels—and I see this as quite different from the present control mechanisms.[110]

With respect to the definition of matriculation equivalency, the Colleges Commission and the Co-ordinating Council reached an agreement with the Department of Education that the colleges could develop their own courses equivalent to Grade 12 matriculation. However, agreement could not be reached between the Council and the Commission as to who should validate the equivalence of specific courses. The Co-ordinating Council contended that the authority in this regard resided with each General Faculties Council and, in fact, with individual departments. The Commission pointed to the resulting inconsistencies from university to university and among departments which was very confusing for the colleges. This issue was to remain unresolved for some time.

The determination of procedures for approving second-year transfer courses in the colleges proved an equally difficult task. The affiliation document that had taken so long to be agreed to applied only to courses offered up to the end of the first university year. Now, early in 1970, two colleges (Red Deer College in affiliation with The University of Alberta and Medicine Hat College in affiliation with The University of Calgary) desired second-year university courses and were having difficulties arranging for their approval.

The Colleges Commission met promptly with the Co-ordinating Council in an attempt to solve the problems. As a result of the meeting, an Advisory Committee of the Commission was established to investigate the matter of affiliation. A report was presented to the Advisory Committee by one of the Commission staff, Dr. R. Fast in May, 1970. In this report (included in Appendix D) Fast focused on the problems of one of the colleges—Red Deer—in establishing a second year transfer program. One of these problems was the necessity for the program to have the approval of seven separate committees located among three agencies—the Commission, the Co-ordinating Council and General Faculties Council of The University of Alberta. To add to the confusion, Fast discovered that at least two, if not three groups at The University of Alberta were drafting separate affiliation agreements.[111] Fast also reported that, as a result of these problems, the Coordinating Council "will meet with us . . . to establish shorter and more reasonable procedures for affiliation [and] if the Coordinating Council does not initiate action sooner, we will attempt to begin discussions early in the fall . . ." [1970].[112]

The Co-ordinating Council did not act sooner nor were shorter and more reasonable procedures for affiliation forthcoming. Nevertheless, Red Deer College and Medicine Hat College received the Commission's approval to operate second year transfer courses for the fall of 1970. However, Medicine Hat College was not able to introduce its program due to insufficient time to arrange the procedures.[113] In September, 1970 the chairman of the Colleges Commission, Dr. Kolesar, reported that the issues of accreditation and transferability were being studied by groups concerned and that September, 1971, was the new target date for arriving at solutions.[114] By the spring of 1971, the situation had not improved according to a University of Alberta study group:

> The present situation is a confused one. Some colleges appear to prefer existing, informal and flexible arrangements rather than formalized transfer procedures. Substantial differences of opinion exist among the various institutions on practically every facet of the transfer program—on affiliation, accreditation, transfer of credit, course prerequisites, and so on. There is, however, some evidence of government response to pressure for change in credit arrangements. The Minister of Education was reported (Edmonton Journal, March 9, 1971) to have stated that "a system may be available by the fall allowing college students to transfer many of their courses with full credit to universities."[115]

The Affiliation Concept: A Proposal for Change

Despite a confusing situation, efforts to examine and resolve the issues of accreditation and transferability continued during 1970 and 1971. Undoubtedly the most important of these efforts was that of a special committee established by the Universities Co-ordinating Council in November, 1970. Charged to "review the concept of affiliation . . . and alternatives to affiliation," the committee presented its report in June, 1971.[116] Represented on the committee were the Universities of Alberta, Calgary and Lethbridge, the Universities Commission and the public colleges. The chairman of this committee of eight members was Dr. Gordon L. Mowat of The University of Alberta. The chief recommendation of the committee's report (the Mowat Report, as it was commonly called) was that an Articulation Council be created to "actively promote the solution of transfer problems in a developmental and evolutionary manner."[117] It is necessary to look, in detail, at the committee's analysis of the situation and its views and recommendations. This is because its analysis proved prophetic of later developments. Further, the committee identified, in 1971, the solution which, in large measure, would be the one adopted three years later. Finally, the committee's report presents the most comprehensive identification of the several elements of the transferability issue as it came to be recognized by 1971. In fact, the committee's report may be considered as constituting the recognition and description of the transferability issue in its most important facets.

Beginning its report, the committee suggested that the so-called transfer problem generated sharp conflict between colleges and universities because of a "defensive tendency . . . universal among institutions":

> . . . An institution which denies advance standing to incoming students defends its internal judgements regarding

> the proper nature of its programs and courses. A "sending" institution, which seeks such standing for its students, strives to establish the equal worth of its judgements to enhance the status of its programs. Having decided the nature of a program or course, an institution is inclined to protect that decision from encroachment or criticism from without.[118]

The committee was careful to point out the possible results of prolonged conflict between institutions:

> The higher the level of education sought by transfer students, and the greater its degree of specialization, the sharper the conflict which may arise. Hence, in an era of increasing demand for higher education, universities become the principal focus of not only pressure from other institutions but also political threat.[119]

Thus, the committee viewed the resolution of the transfer issue as proceeding by two routes:

> (1) by political action resulting in legislation which governs an institution. The smaller the group of institutions, the more likely the prospect that this course of action will be considered; universities, therefore, are vulnerable in this respect.
>
> (2) by reasonable discussion among reasonable people. Only by this means can transfer features of the post-secondary system be evolved while preserving institutional control of programs for colleges and universities alike. In view of the likely increase of transfers . . . the discussion approach has much advantage over the forced-solution approach of legislation.[120]

The committee favored the second method of issue resolution "not as concession to any specific proposal for change but, rather, as a basis for the full involvement of the members of the post-secondary system in the evolution of acceptable future practice."[121] In support of this second approach, the committee chose to record, in detail, its views on the various aspects of the transfer problem. The committee contended that the transferability issue included "subproblems relating to admissibility, advance standing, curriculum planning, student guidance and counselling, and articulation of the components of the [post-secondary] system."[122]

Regarding the sub-problem of admissibility, the committee restricted its deliberations to the two groups of students for whom admission to university might be a problem: (1) those students who achieved high school equivalent standing by means of studies for that purpose in colleges, and (2) mature or adult non-matriculated students, admitted by colleges to studies of a post-secondary level. With respect to the first group, the committee argued that these students "should have the same status of admissibility to universities in Alberta as applies to high school matriculants, i.e. they should be admissible to the [university] system but be required to meet specific faculty requirements."[123] In addition, "colleges should be empowered to certify the admissibility of such students" and "the certification document should specify the subjects in which the college student has achieved equivalent standing."[124] The committee also recommended that "provision must be made for the continuous evaluation of college certification practice." As regards the second group, the committee advocated that "mature, non-matriculated students recommended by colleges for entrance to university with advance standing should be considered by universities as if their high school equivalent standing had been achieved."[125]

The advance standing problem "raises for attention the right of an institution which grants degrees, diplomas or certificates to determine the content of programs leading to such awards,"[126] said the committee. Further, emphasized the committee, "institutional right of final decision with respect to the content of its programs must be preserved."[127] The committee considered these views in accord with this principle:

> [1] any course . . . taken in an institution cannot necessarily be applied to any program in any other institution.
>
> [2] decisions regarding advance standing should be made by the university faculty, department or school which is responsible for the program to which a college student transfers.
>
> [3] college courses which are equivalent to the "general education" components of university programs should be recognized for advance standing [and] system wide agreements on the granting of credit for general education components should be sought as a long term goal.
>
> [4] advance standing for college courses other than . . . "general education" should result only from negotiations between a college and a university.
>
> [5] each institution, as a matter of policy, should specify the maximum advance standing to be awarded any transfer student.[128]

On the problem of curriculum planning, the committee focused on the particular difficulties of the colleges:

> Philosophy basic to community colleges, as well as experience elsewhere, indicates that perhaps only a minority of college students will transfer, or plan to transfer, to universities. Colleges face the problem, therefore, of optimizing the transferability of a particular course to one program and its application to various other programs.[129]

The committee considered that the prime responsibility on this matter fell to college personnel but that effective planning was dependent on consultation between corresponding subject groups in universities and colleges, agreements between institutions "which have reasonable stability but are subject to change by discussion and advance notice,"[130] and up-to-date descriptions of advance standing agreements current in the post-secondary system.

The major service of student guidance and counselling must occur, as well, in colleges thought the committee. College counselling would have to be able to discharge the college's responsibility to the post-secondary system—"not only to find talent but also to turn aside aspirants who could meet only failure and disillusionment."[131] In this service, colleges would need to have an information base like that for curriculum planning and evaluation data which was "recognized by all post-secondary institutions as being valid."[132]

The problem of articulation was one of the most urgent in the minds of the committee:

> Unless transfer matters are to continue to be treated in a setting of some distrust, some misunderstanding, poor communication, and perhaps even growing political threat, some suitable device must be secured to improve articulation within the Alberta post-secondary system.[133]

Defining articulation as "the exercise of a function which causes the independent judgements of a number of bodies to work systematically towards a common end,"[134] the committee argued that this function could not be effectively carried out by a loose association of many jurisdictions. "Nor can it be performed well by an agency of any one institution or type of institution,"[135] said the committee's report. However, through the establishment of some agency, supported by members of the post-secondary system, the committee thought the articulation function could be performed well. This was because such an agency would serve "to provide a focal point of discussion, communication and decision."

To determine the extent to which the committee's own views might be supported or were already held by others, the committee undertook to appraise the existing situation as revealed by documents of affiliation and by the committee members' own experiences and judgements. Two documents were given special attention: (1) Affiliation Between Colleges and Universities in Alberta and (2) The Affiliation of Colleges, which superseded the first.[136] (See Appendix E for the second document in full.) The first of these had been approved by the Co-ordinating Council in October, 1969; the second in December, 1970. The committee noted that the first affiliation document had been approved, in principle, by the Alberta Colleges Commission "but the latter, apparently, was not forwarded to that body." The substance of these documents had "common major characteristics," said the committee and provided an indication of "present positions" on the transfer problem:

> 1. The one-to-one college-university relationship of affiliation is maintained.
>
> 2. a college student will be admissible, in the general sense, to universities other than the one with which his college has an affiliation agreement.
>
> 3. transfer students will (or may be required to) hold the equivalent of high school matriculation.
>
> 4. "receiving" institutions will have the final decision in respect of advance standing.
>
> 5. equivalent (as opposed to identical) courses may be presented for advance standing.
>
> 6. the performance of transfer students in universities will be evaluated as a means of improving transfer practice.
>
> 7. the quality of the college setting in which transfer courses will be offered will be a legitimate concern of both universities and colleges.
>
> 8. colleges will have more freedom (than in the past) to manage their own affairs.[137]

The committee said it supported all these features of the existing arrangements except affiliation as the typical college-university relationship and "the implication that mature non-matriculated college students seeking admission to university might be rejected because they had not secured, formally, equivalent high school standing."[138] Focusing its criticisms on the affiliation concept, the committee suggested that "affiliation, with its one-to-one institutional relationship is, in some respects, undesirable and unnecessary to the development of a transfer system."[139] Taking into account other features of the documents examined and the committee members' own experiences, the committee concluded:

1. procedures are apparently long and involved.
2. present arrangements are characterized by an action-reaction type of relationship in which universities are not seen to display active interest in the development of the transfer system.
3. no provision is made for a focal point of leadership supported by universities and colleges alike. As a consequence, initiatives in the improvement of the system are sporadic, communication throughout the post-secondary system is poor, and misunderstandings are abundant.[140]

In formulating specific proposals for action, the committee's overall objective was "to preserve certain features of present arrangements, in principle, but to replace others with more desirable arrangements."[141] The committee judged that "the improvement of articulation within the post-secondary system is the first necessary step to be taken to achieve other ends relating to Admissibility, Advance Standing, Curriculum Planning, and Student Guidance and Counselling."[142] Therefore, an Articulation Council was proposed having as its powers "none, except those assigned [to it] by the Colleges Commission, the Universities Coordinating Council and member institutions."[143]

The Articulation Council's main functions, in addition to exercising its assigned powers, were "to develop and distribute to member institutions the fullest possible information on transfer problems and practices," to provide for "regular evaluation of achievement of transfer students in 'receiving' institutions," and "to actively promote the solution of transfer problems." The Articulation Council "should serve as a body to which institutions may refer problems or offer proposals and from which proposals may come to institutions,"[144] suggested the committee. Further, notwithstanding the principle of majority rule for decisions of the Articulation Council, "no proposal should be presented to a university unless a majority of university members on Council favored the proposal, nor to colleges unless the proposal was favored by a majority of college members."[145] A full-time executive secretary and minimal support staff was recommended for the Council so that policy proposed could also be implemented. The costs of such a staff could be borne on a share basis according to the representation of participating institutions on the Council.

The membership of the Council was to include:

> . . . one from each public college under The Colleges Act (6), one from each university under The Universities Act (3), one from the Colleges Commission (1), one from the Universities Coordinating Council (1), one representing Agricultural and Vocational Colleges (1), one representing Institutes of Technology (1) and one representing private colleges (1), (14 in total). Membership may be expanded as required.[146]

The committee offered no particular explanation for including on the Council post-secondary institutions other than colleges and universities. However, its discussion of advanced standing in an earlier part of the report suggests why other post-secondary institutions were proposed for membership on the council:

> For the purposes of this report, university practice in the award of advance standing to college students is the focus of concern. The scope of concern will inevitably enlarge, however, as . . . transfers increase, as they will. Considerations of advance standing, in the narrower scope of this report, should have . . . potential, therefore, for the broader post-secondary scene.[147]

On the matter of implementing its proposals, the committee recommended that the Universities Co-ordinating Council was to determine whether it supported the proposals in principle and, if so, the reactions of the Alberta Colleges Commission were to be secured. If the Commission was supportive, in principle, then the Co-ordinating Council should further develop the implementation plan, including any modifications required. As an alternative, the committee offered its services should changes have to be devised. Then, the Commission and the Co-ordinating Council should together appoint an executive secretary and establish the Articulation Council. In the meantime, affiliation agreements and any negotiations regarding advanced standing were to continue "until it may be shown that they can be replaced by other arrangements to be developed by the Articulation Council and its members."[148] The committee also proposed that one of the first delegations of power by universities to the Articulation Council, upon its establishment, should enable the Council to "accredit" colleges "to certify the high-school-equivalent standing (admissibility) of college students."

In closing its report, the committee registered this caveat:

> . . . it should be emphasized, [that] no action or decision taken by the Articulation Council will have precedence over actions and decisions taken by its still-autonomous member institutions.[149]

Though necessary from the point of view of the committee, this proviso would prove troublesome in implementing the Articulation Council concept. The chairman of the committee, Dr. Gordon Mowat, explains why this proviso was a necessary feature of the committee's report:

> . . . the caveat was that no action of the proposed Council would have jurisdiction over institutions, that no decision would be authoritative or official. Of course, the colleges were sorry to see this introduced into the report because it meant that the universities had to agree or nothing would happen. But the colleges too wanted to reserve some right of independence - they didn't want to hand over certain key issues to an articulation council. In fact, the only way at this time to get people together was to insert this kind of 'rider,' as it were. And all the members of the committee that devised this report felt that if people would get together and talk we could, indeed - if we 'kept the ball rolling,' and 'went at it' with some energy - change the situation.[150]

But as 1971 drew to a close the situation did not change in the direction the committee had hoped. During July and August, The University of Alberta learned that both its affiliated public colleges - Grande Prairie and Red Deer - refused to sign affiliating agreements prepared by the University's solicitors. Complaints included the unilateral drafting of the proposed agreement (no college personnel were involved in its development) and the restrictiveness of the clause which prohibited a college from afiliating with institutions other than those represented on the Universities Coordinating Council.[151] By the year's end the Universities Coordinating Council had provided no response to the proposals of the Mowat Committee Report - this would not come until almost a year later, in March, 1972. The Universities Coordinating Council later gave the committee report approval, in principle, but, by then, the Colleges Commission had an alternative trial proposal for the Council to consider. Also in September, 1971, a newly-elected Progressive Conservative Government announced the first-time appointment of a Minister of Advanced Education. This action signalled, potentially at least, that the transfer issue could become a matter of more direct governmental interest. Andrew Stewart's judgement of the situation regarding the transfer problem, given in the summer of 1971, is very interesting:

> The whole problem is a profoundly complicated one. At this stage any development should be seen as experimental. I am sure that, over time, there will be changes in the legislation. I would hope they would not lead to excessive centralization. . . .[152]

Whether the centralization of post-secondary education had already begun with the election of a new Government could not be discerned at the time. Whether that centralization would be regarded by some post-secondary institutions as "excessive" remained for subsequent events to show. However, by mid-1972, the beginnings of a "forced-solution approach" to a resolution of the transferability issue were evident. The beginnings of this approach and its effects is the subject of chapter three.

FOOTNOTES TO CHAPTER 2

[1] Gordon L. Mowat, "Transferability: An Old Problem in a New Setting," Clientele and Community: The Student in the Canadian Community College, ed. Abram G. Konrad (Willowdale: Association of Canadian Community Colleges, 1974), p. 137.

[2] In English-speaking Canada the term "college" refers to either (a) a part of a university or (b) a separate non-degree-granting institution which usually emphasizes career and occupational training but which may offer university courses of a junior or introductory nature for transfer credit. It is the second meaning which is employed in this study.

[3] Mowat, op. cit., p. 138.

[4] It should be recognized that the request, during the 1960's, that universities "liberalize" or make more flexible their admission requirements did not emanate uniquely from the community colleges. Departments of Education and the universities' own councils and constituent bodies, notably Senates, urged adjustments in admissions to accommodate a rapidly growing demand for university studies from a student clientele of increasingly diverse social backgrounds. However the community college movement was likely the source of the most persistent and vocal pressure for changes in university policy and practice regarding admissions and, subsequently, advanced placement.

[5] The exception was Athabasca University which favored the proposals.

[6] For a detailed study of the establishment of Lethbridge Junior College including the importance of local conditions and personalities see: Alexander Markle, "Genesis of Lethbridge Junior College" (unpublished M.Ed. thesis, The University of Alberta, 1965). See also Gordon Campbell, op. cit., pp. 137-143.

[7] For a detailed treatment of these social changes and their significance for the expansion of community colleges see Long, op. cit., pp. 18-37.

[8] Defining retention rate as the percentage of Grade 1 members enrolled in secondary school eleven years later, Andrew Stewart reported that Alberta's retention rate was 60.2 percent in 1959-60, 64.7 percent in 1960-61 and 70 percent in 1961-62. This level held until 1964-65 when it increased to 72.2 percent. Andrew Stewart, Special Study on Junior Colleges (Edmonton: The Queen's Printer, 1966), p. 51. According to a subsequent study by the Economic Council of Canada, Alberta's retention rate (the enrolment in Grade 11 as a percentage of Grade 2 enrolment nine years earlier) was, by 1967-68, 79 percent, third highest among the Canadian provinces.

Economic Council of Canada, *Sixth Annual Review: Perspective 1975* (Ottawa: The Queen's Printer, 1969), p. 128.

The changes in Alberta's post-secondary enrolment were as striking during the sixties. Full-time post-secondary enrolment as a percentage of the 18-24 age group more than doubled during the period 1960-61 to 1967-68 going from 7 percent to 16 percent. Economic Council of Canada, *Sixth Annual Review: Perspective 1975* (Ottawa: The Queen's Printer, 1969), p. 128. According to Seastone, university enrolment experienced a five-fold increase from 1959 to 1969 while post-secondary non-university enrolment in 1967-68 was more than four times its 1951 level. Donald Seastone, *Economic and Demographic Futures in Education: Alberta 1970-2005* (Edmonton: Human Resources Research Council, 1971), pp. 3-4.

[9] Campbell, op. cit., p. 20.

[10] Ibid., p. 29.

[11] S. V. Martorana, *A Community Plan for Lethbridge, Alberta* (Lethbridge: Lethbridge Collegiate Institute, 1951).

[12] Ibid., p. 18.

[13] Campbell, op. cit., p. 72.

[14] Ibid., p. 73.

[15] See Campbell, op. cit., pp. 124-130 for extensive documentation of Dr. Johns' support of junior colleges. Dr. Johns was Dean of Arts and Science at The University of Alberta before becoming vice-president. He was later to become president and during his tenure, 1959 to 1969, was to preside over the affiliation of the four additional public junior colleges established after 1957.

[16] Johns quoted in Campbell, op. cit., p. 73. Actually the first junior college in Alberta was created in 1931 when Mount Royal College, then a private church-related college in Calgary, formally affiliated with The University of Alberta as provided for in *The University Act* (1910). By that affiliation, transfer credit was permitted for only those courses that used the same texts as the university, had instructors approved by the university and used the same final examinations as the university.

[17] From a memorandum of Dr. Johns written in 1955 quoted in Campbell, op. cit., p. 75.

[18] *The School Act*, 22 Geo. V, Section 128 (1931).

[19] *The University of Alberta Calendar, Forty-third Session, 1950-51* (Edmonton: The University of Alberta, 1950), pp. 374-375.

[20] An Act to Provide for the Establishment of Public Junior Colleges (Edmonton: The Queen's Printer, 1958).

[21] W. H. Swift quoted in Campbell, op. cit., p. 73.

[22] An Act to provide for the Establishment of Public Junior Colleges, op. cit., section 3.

[23] Ibid., section 5, subsection (1).

[24] For additional details regarding these colleges see: The Alberta College System: First Annual Report of the Alberta Colleges Commission (Edmonton: The Alberta Colleges Commission, 1971), pp. 11-13, 29, 47-48.

[25] Ibid., p. 12.

[26] W. H. Johns, "Higher Education in Canada" (An address at the official opening of the Lethbridge Junior College building, May 7, 1963), p. 11.

[27] W. H. Swift quoted in Campbell, op. cit., p. 127. The fears of some university faculty may have been the hopes Johns openly expressed. Campbell quotes from an address given by Johns to the Education Society of Edmonton in 1964 which expressed the view that college expansion should be favored because it might allow the University to "place less stress on freshman work and more on teaching of senior classes and professional and graduate education." See Campbell, op. cit., p. 126.

[28] An Act Respecting the Establishment and Operation of Mount Royal Junior College (Edmonton: The Queen's Printer, 1966).

[29] Campbell, op. cit., pp. 164-165.

[30] An Act Respecting Provincial Universities (Edmonton: The Queen's Printer, 1966).

[31] See, for example, The University of Alberta Calendar, Fifty-ninth Session, 1966-67 (Edmonton: The University of Alberta, 1966), pp. 730-731.

[32] Campbell, op. cit., p. 136.

[33] T. C. Byrne quoted in Campbell, op. cit., p. 168.

[34] Campbell, op. cit., p. 136.

[35] Andrew Stewart, Special Study on Junior Colleges (Edmonton: Government of Alberta, 1966). Stewart served as president of The University of Alberta from 1950 to 1959. Apparently the Cabinet had a high regard for Stewart and confidence in his judgement. Stewart

was commissioned in July, 1965 to do the special study and in January, 1966 his report was released by the Government of Alberta.

[36] Stewart, op. cit., p. 7.

[37] Ibid.

[38] The Survey Committee was a joint government-university group which had as its purpose to "enquire into and report on all those problems and possibilities which bear on the future growth and development of the programs of higher education in Alberta." The terms of reference for Stewart's inquiry indicate that the provision of places for university-bound students was the primary concern of the Survey Committee. For Stewart this concern was not primary.

[39] The questions, as presented, are the writer's summarized from the terms of reference and Stewart's outline of "matters to be studied."

[40] Stewart, op. cit., p. 7.

[41] Ibid.

[42] Ibid.

[43] Ibid., p. 37.

[44] Ibid., p. 11.

[45] It is interesting to compare Stewart's proposals here with the recommendations of the Alberta Royal Commission on Education (1959). It recommended the establishment of regional "community colleges" organized through elected boards providing secondary and post-secondary course offerings in mainly 'non-academic' areas. The particular function of these regional colleges was to bring vocational programs into the public school system rather than to cause high schools, as constituted then, to move as separate entities into vocational-type education. Likely the Federal Technical Assistance Act of 1960 helps to explain why this recommendation was not followed. Stewart's response to question one in part accepts the Royal Commission recommendations (and he referred to them in his Study) pertaining to the program emphasis of "community colleges" but not their intimate integration with the public school system. Said Stewart in correspondence with this writer: "The design I conceived was a post-secondary system between the schools and the universities, which would not be part of the school system and would not be dominated by the university system. All students (with some possible exceptions) continuing their formal education beyond the schools would proceed to a 'college' . . . I was influenced by the Report of the Parent Commission (Quebec)." Correspondence, Andrew Stewart, 28 August, 1971, p. 2. For details on the Royal Commission recommendations see Report of the Royal Commission on Education (Edmonton: The

Queen's Printer, 1959), Chapter 19, "The Community College."

[46] Stewart, op. cit., pp. 29, 33 and 43.

[47] Ibid., pp. 29-30.

[48] Ibid., pp. 43-44.

[49] The importance of such concerns to Stewart is evidenced by the alternate recommendation he made should the requirement of an additional year for a degree not be adopted: the public junior colleges (except Lethbridge which already offered second-year courses) should not be granted second-year privileges under circumstances which would permit a student to graduate after only one year's attendance at the university. Stewart had argued first that increasing knowledge in all fields and the more general practice of Canadian and American universities in conferring degrees at the end of the 16th year of formal education justified adoption of the additional year. But in his study, a concern for an adequate period of university supervision and a desire to foster greater autonomy for the colleges seem equally important reasons for his "Main Proposal."

[50] Stewart, op. cit., p. 44.

[51] Ibid., p. 42.

[52] At the time, these preferred enrolment ceilings were 18,000 students for each campus. Stewart estimated that university enrolment in the Northern Region of the province would total 22,000 and in the Southern Region 11,000 by 1975-76, given the existing trends. If half of the first-year students from the Northern Region were diverted to District Colleges, the university enrolment for 1975-76 would exceed 18,000, and would still be too high. If, however, two-thirds of the first-year northern enrolment were diverted, then the Edmonton campus enrolment would be 17,112 in 1975-76. Under both conditions of diversion of students in the Southern Region, Calgary campus enrolments would be half or less than half of the 18,000 ceiling in 1975-76.

[53] Stewart, op. cit., p. 43.

[54] Ibid., p. 40.

[55] "Brief of the Academic Planning Committee," The University of Alberta, October, 1966. (See Appendix C for complete text of brief.)

[56] Ibid., p. 2.

[57] Ibid.

[58] Ibid., p. 3.

[59] Ibid. GFC was not fundamentally opposed to the four-year degree suggestion of Stewart but was careful to point out that "its endorsement for academic reasons would not imply endorsement of any other feature of Stewart's Main Proposal."

[60] "Brief of the Academic Planning Committee," op. cit., p. 3.

[61] Ibid., p. 4.

[62] Ibid.

[63] Ibid.

[64] Ibid., p. 5.

[65] Ibid., p. 6.

[66] T. C. Byrne quoted in Long, op. cit., p. 105.

[67] Conference brochure, foreword.

[68] Report of the Fact-Finding Committee on Post-Secondary and Continuing Education prepared for A Conference on Post-Secondary and Continuing Education, Lister Hall, University of Alberta, Edmonton, 1966.

[69] Ibid., p. 20. The Fact-Finding Committee pointed out that Alberta's rate of 22.7 percent could be increased to over 25 percent if those high school leavers who qualified for university entrance had in fact attended. Figures for other western provinces were as follows: B.C., 38.7; Saskatchewan, 36.8; and Manitoba, 48.4.

[70] Report of the Fact-Finding Committee, p. 24. A study conducted at Mount Royal College during 1961-64 showed that of the 1,453 non-matriculation students accepted, 1,171 transferred to universities or colleges in the United States because they lacked Alberta matriculation. In the same period the University of Alberta accepted 282 Mount Royal College students. (The Albertan, November 29, 1966, p. 2.)

[71] Ibid., p. 23. It appears, at this time, that the technical institutes did not meet the demand of high school diploma leavers for vocational education any better than did the colleges—but for quite different reasons. For example, the principal of the Northern Alberta Institute of Technology (NAIT) in Edmonton, reported for 1964 that "there were 400 applications in excess of the maximum number of students planned for and approximately 300 of these had the necessary prerequisites to enter the courses desired." Annual Report of the Department of Education, 1964 (Edmonton, 1965), p. 82. Principal Sanders reported a similar situation for 1965: "In most cases registrations exceeded capacity. It should be noted that five hundred qualified applicants could not be accepted." Annual Report

of the Department of Education, 1965 (Edmonton, 1966), p. 96.

[72] Report of the Fact-Finding Committee, op. cit., p. 31.

[73] Ibid.

[74] An Act Respecting Post-Secondary Education Regions (Proposed). This act was variously cited as "The Post-Secondary Education Regions Act" or simply, the 'non-act.'

[75] An Act Respecting Post-Secondary Education Regions, p. 5.

[76] Ibid.

[77] Ibid.

[78] Ibid. Emphasis is this writer's.

[79] The Albertan, November 29, 1966, p. 2.

[80] The Calgary Herald, November 29, 1966, p. 25.

[81] The Albertan, loc. cit.

[82] Ibid.

[83] Ibid.

[84] The Calgary Herald, loc. cit.

[85] The Albertan, loc. cit.

[86] Ibid.

[87] Report of the Fact-Finding Committee, op. cit., p. 48.

[88] An Act to Amend The Public Junior Colleges Act (Edmonton: The Queen's Printer, 1967).

[89] Ibid.

[90] This was consistent with the amendments of 1967 which required that the Minister of Education "shall appoint an official of the Department of Education as the chairman of the Provincial Board." T. C. Byrne was instrumental in both the Board's creation and the selection of its chairman. Although the legislation was passed in April, 1967, Dr. Gordon Mowat did not become Chairman of the Provincial Board until July, 1967, and it was not until late November of that year that the composition of the Board became finalized by the Cabinet. The Board then consisted of 15 members representative of the Department of Agriculture (for the agricultural and vocational colleges), the Department of Education (for the technical

institutes), The Alberta Teachers' Association, The Alberta School Trustees' Association, the junior colleges, Alberta school superintendents, the public school system, The University of Alberta, and the Universities Commission. It is interesting that Dr. Andrew Stewart, chairman of the Universities Commission and Dr. W. H. Swift, immediate past chairman of the Universities Commission and former Deputy Minister of Education were on the Provincial Board.

[91] Interview with Gordon L. Mowat, Professor, Department of Educational Administration, The University of Alberta, 22 January, 1976.

[92] Ibid.

[93] "Affiliations Between Colleges and Universities in Alberta," February 18, 1969, p. 3.

[94] Ibid.

[95] Campbell, op. cit., pp. 213-214. Dr. Max Wyman succeeded Dr. Johns as President of The University of Alberta, in 1969. He held that office until 1974 when Dr. Harry Gunning became President.

[96] Interview with Gordon Mowat, op. cit.

[97] Interview with The Honourable Robert Clark, Member of the Legislative Assembly, Leader of the Opposition, 11 March, 1976.

[98] "A Summary Statement of Proposals of the Provincial Board of Post-Secondary Education to the Honourable R. Reierson, Minister of Education, and Cabinet Reactions to the Proposals, in Principle." Government of Alberta. (Mimeographed.)

[99] "Further Development of the Provincial Board of Post-Secondary Education Proposals as Approved by the Cabinet: Proposed Legislation (Working Draft)" July 31, 1968, p. 13. (Mimeographed.)

[100] Ibid.

[101] Ibid.

[102] Ibid., p. 3.

[103] Interview with T. C. Byrne, 4 February, 1972. In a later part of the interview at that time Byrne remarked: "As a matter of fact, I think in the long run I'll win the argument because . . . I would be willing to bet that the commissions will be incorporated into the Department of Post-Secondary Education [Department of Advanced Education] much against the wishes of the universities and colleges probably. But I can't see any justification for such a department, unless you go in that direction. . . . All you need is an ambitious Deputy and he will structure the thing to the point,

if the commissions don't disappear, they'll die by attrition."

[104] "Further Development of the Provincial Board of Post-Secondary Education Proposals as Approved by the Cabinet," op. cit., p. 15.

[105] In addition to five other members appointed by the Lieutenant Governor in Council, the Deputy Minister of Education, the Deputy Minister of Agriculture, and the Deputy Provincial Treasurer were to be members of the Alberta Colleges Commission. Dr. Henry Kolesar, a member of the Provincial Board, was named chairman of the Commission.

[106] An Act Respecting a Provincial College System (Edmonton: The Queen's Printer, 1969), section 25.

[107] The Alberta Colleges Commission. First Annual Report, op. cit., p. 17.

[108] Small, op. cit., pp. 164-165.

[109] "Affiliations Between Colleges and Universities in Alberta," op. cit. This document was approved by the Co-ordinating Council in October, 1969.

[110] Correspondence, Dr. Neal, Chairman of the College Committee, the Universities Co-ordinating Council to Dr. Kolesar, Chairman, Colleges Commission, April, 1969. Cited in Small, op. cit., p. 164.

[111] "Report to Advisory Committee on Affiliation of Colleges with Universities" (R. Fast, Alberta Colleges Commission, May, 1970), p. 2.

[112] Ibid., p. 4.

[113] Alberta Colleges Commission. First Annual Report, op. cit., p. 29.

[114] Small, op. cit., p. 165.

[115] Transfer Arrangements and Practices in the Public Colleges of the Province of Alberta. A report prepared by a study group for the College Administration Project Transfer Study Committee, April, 1971, p. 4.

[116] "A Report: on The Concept of Affiliation Between Colleges and Universities in Alberta With a Proposal for Change." Submitted to The Universities Co-ordinating Council, June 30, 1971.

[117] Ibid., p. 12.

[118] Ibid., p. 2.

[119] Ibid., p. 2.

[120] Ibid., p. 3.

[121] Ibid.

[122] Ibid.

[123] Ibid., p. 4.

[124] Ibid.

[125] Ibid., p. 5.

[126] Ibid.

[127] Ibid.

[128] Ibid., pp. 5-6.

[129] Ibid., pp. 6-7.

[130] Ibid., p. 7.

[131] Ibid.

[132] Ibid.

[133] Ibid., p. 8.

[134] Ibid.

[135] Ibid.

[136] The major difference between the two documents is that the second provides more detailed regulations governing second-year university transfer courses offered in the colleges.

[137] "A Report: on The Concept of Affiliation Between Colleges and Universities in Alberta," op. cit., p. 9.

[138] Ibid., p. 10.

[139] Ibid.

[140] Ibid.

[141] Ibid.

[142] Ibid., p. 11.

[143] Ibid.

[144] Ibid., pp. 12-13.

[145] Ibid., p. 13.

[146] Ibid., p. 11. There were to be six college representatives because a new college, Grant MacEwan Community College, was scheduled to open in the fall of 1971, in Edmonton. Significantly, it would offer no university transfer programs.

[147] Ibid., p. 5.

[148] Ibid., p. 15.

[149] Ibid.

[150] Interview with G. L. Mowat, op. cit.

[151] "Affiliation Between Alberta Colleges and The University of Alberta, Background Information Pertinent to Discussions Concerning College Transfer Courses," April, 1973, pp. 1-2. (Mimeographed.)

[152] Personal Correspondence, Andrew Stewart to the writer, August 28, 1971.

Chapter 3

ESCALATION OF THE TRANSFER ISSUE

INTRODUCTION

The most significant aspects of the transfer issue after June, 1971, are found in several main developments. These include:

1. The attempt by the Alberta Colleges Commission to have the universities adopt a province-wide, trial policy on transferability as an alternative to the proposals of the Mowat Report;

2. The recommendations of the Worth Report on coordination and transferability released in June, 1972;

3. The changing intentions and structures of the Department of Advanced Education during 1972-73 as these affected the transfer question;

4. The attempt by individual colleges and universities to the end of 1973 to remedy - through study and bilateral negotiations - specific inter-institutional grievances in order to prevent the greater involvement of the Department of Advanced Education in the transfer controversy;

5. The release of the "Coordination Policy" of the Department of Advanced Education in late 1973 which proposed system-wide policies for effecting transferability;

6. The search by the universities, colleges and other post-secondary institutions - independent of the Department - for a mutually acceptable resolution of the transfer issue in a form different from that proposed in the "Coordination Policy," and

7. The formation of the Council on Admissions and Transfer by the Minister of Advanced Education in the Fall of 1974 as a response to the deadlock among post-secondary institutions over the issue.

The main purpose of this chapter is to describe the first four of these main developments showing how they are significant for the escalation and eventual resolution of the issue. Chapter four will focus on the latter three of these main developments.

THE TRIAL PROPOSAL OF THE COLLEGES COMMISSION

On March 28, 1972, the Universities Coordinating Council approved, in principle, the establishment of an Articulation Council, as recommended in the Mowat Report. The Council informed the Colleges Commission and the Minister of Advanced Education of its approval, suggesting, however, that "specific details concerning the composition and operation of the articulation council could be subject to modification."[1] The response of the Colleges Commission was that it would accept the recommendations of the Mowat Report only if the Articulation Council, as proposed, served to monitor the implementation of an alternative trial proposal. Meeting with the Coordinating Council on June 27, 1972, Dr. Henry Kolesar and Dr. Raymond Fast of the Colleges Commission presented this alternative proposal:

> That effective September, 1973, and for a trial period of two years, the universities and colleges accept the following policies on transferability:
>
> 1. Any student who has successfully completed up to two years of university equivalent work in any public college in Alberta shall be admissable to any university in the Province upon the recommendation of the sending institution.
>
> 2. A student leaving an institution for purposes of transferring to another shall be advised:
>
>   (a) that programme requirements may vary from one institution to another, and

> (b) as to the level of advanced standing for which he will be recommended to the receiving institution.
>
> 3. For purposes of advanced standing within the receiving institution, the sending institution shall maintain the right to certify that a given level of course work has been attained by the student, and recommend that the student be credited with advance standing to the level which it deems appropriate.
>
> 4. The receiving institution upon the recommendation of the sending institution has the obligation to accept the transferring student with credit for work successfully completed at the sending institution.[2]

It is clear that this proposal was based upon a policy sponsored by the Colleges Commission and adopted by representatives of the public colleges, the agricultural and vocational colleges and the institutes of technology in April, 1972. The policies and procedures for the transfer of students within the non-university systems, which these institutions approved, stemmed essentially from their collective view that:

> . . .all of the eleven post-secondary [non-university] institutions are mature, responsible, and viable educational institutions in their own right with mutually acceptable accreditation status.[3]

That the Commission hoped this same principle might be extended to college-university articulation is shown by Dr. Kolesar's comments to the Co-ordinating Council:

> The Mowat proposals were good, but there were two reasons for not supporting them. Firstly, either the universities or the colleges would be in a position to veto proposals; secondly the commission was not sure that this was what was required at this time. Students from colleges had been successful in the past. Colleges were mature institutions offering viable programmes. A policy similar to that now proposed had been adopted by the public colleges, the agricultural colleges and the institutes of technology.[4]

Equally clear at the meeting of June 27 was that the Commission's proposal would not be accepted easily, if at all, by the three provincial universities. The various objections presented by university representatives centered upon what Dr. William Beckel - chairman of the Council and President of The University of Lethbridge - identified as the "difficulties which would arise if the universities were compelled to accept courses which were completely controlled by colleges."[5] Noting that there was no accrediting system for monitoring college programs like that which existed for universities, Dr. Beckel asked: "Were the colleges to decide what was university-equivalent work?"[6] This was Dr. Kolesar's reply:

> . . . what needed to be monitored - the institution or its product? What was needed was to look at how the students performed, not at the institution from which they came. The legislation placed the monitoring function in the hands of the Commission, which was carrying it out. Hopefully, information would regularily be available from the universities. The universities could say that the students were not doing well; but they had been transferring for many years and had done well. . . .[7]

Referring to Kolesar's statement that students from colleges had succeeded in the past, Dr. Beckel pointed out that past experience had been in the recognized university transfer programs. The Commission's proposal meant that "now new programs would be involved."[8] A number of university representatives cited the current university practice of course-by-course assessment of a college transfer student and wondered how, given the Commission's trial proposal, a subject matter equivalence from a college to a university was to be achieved. Dr. Kolesar said that a handbook on course equivalents like that produced in British Columbia had been considered but in Alberta "it would be a very large volume."[9] Besides, suggested Kolesar, "a college assessment after two years of close association with a student was better than the universities' methods."[10]

Dr. Carrothers, President of the University of Calgary, attempted to clarify what the specific elements of the Commission's proposals might mean in actual practice. Regarding the first point, Carrothers asked whether recommendations for credit by the sending institution would be limited to "discrete university transfer programs with identifiable courses."[11] Dr. Fast replied that such recommendations would not be so limited. Regarding point two of the Commission's proposal, Carrothers emphasized that program requirements indeed might vary from university to university and saw this as very troublesome. In response, Dr. Fast suggested that university requirements might consist of elective and required courses and that "the university would give credit as a requirement or as an elective."[12] Regarding points three and four of the trial proposal, Carrothers suggested that to recommend that credit be given was, in fact, "to decide that credit be given."[13] Further, contended Carrothers, this seemed to mean that a university would have to give credit for ten courses if a college said that a student had two years of university "even if there were deficiencies."[14] In this connection, Dr. Carrothers wondered whether immediate dissolution of affiliation agreements was contemplated. Dr. Kolesar replied that "this would not be immediate."[15]

A representative of The University of Alberta, Dr. Gunning, suggested that what the Commission proposed was "direct dictation" by the colleges but conceded that "some element of negotiation was necessary."[16] Gunning's view was this:

> . . . what had been done in instruction and preparation of college students? . . . . It was much better to receive a student on his record than on the basis of a recommendation. But it was evident that the Department of Education was moving away from 30-subject high school matriculation standards; the universities might have to accept recommendations. It was necessary to recognize the changing entrance situation. The main thing missing was how the universities specified their advance credit procedures; there might be a parallel between the colleges and the high schools . . . .[17]

Dr. Kreisel, Vice-President (Academic) at The University of Alberta, reported that his university was already accepting students evaluated by teachers and schools simply because the matriculation examinations, formerly conducted by the Department of Education, were being abolished. According to Dr. Kreisel, it was in the light of this policy on high school admissions that the General Faculties Council at his university had recently decided to accept 100-level matriculation-equivalent college courses for university admission "though certified by the institutions at which they were taken."[18] However, for this same body, advanced credit was another matter. Kreisel reported to the meeting that GFC also had decided that for more than five but less than ten courses presented for advanced credit by a college transfer student, "only one year's credit would be granted; similarily for more than ten, only two years' credit."[19]

Closing the Council's discussion of the Kolesar-Fast proposals, Dr. Carrothers observed that "the Commission's procedure was an old problem - that of rushing in where it felt it had leverage."[20] He reminded the Council that the situation of transferability had been dealt with by the Worth Commission whose report the government said it would consider after the announced deadline for submission, October 15, 1972. Carrothers said he did not believe that the Minister would deal with the matter piecemeal and that "if changes were to come by legislation . . . , the Council should use what leverage was available to it."[21] Offering no particular answer to the Commission's proposal, the Council moved that the proposal be referred, for debate, to the general faculty councils of the three universities along with the minutes of the meeting of June 27.

Subsequently, the debate of this trial proposal was conducted in the face of an increasingly complex set of related developments. The most important of these included: the recommendations on transferability presented by Dr. Walter Worth in his report, A Choice of Futures, the decision of the Government of Alberta to abolish the Universities and Colleges Commissions and locate authority for coordinating all post-secondary education in its newly-established Department of Advanced Education and the appointment of Dr. Worth as the Deputy Minister of this Department. How did these developments escalate the transfer issue?

THE WORTH REPORT ON TRANSFERABILITY

The Commission on Educational Planning was established in June, 1969, and reported in June, 1972. Dr. Walter H. Worth of The University of Alberta was appointed its only commissioner and was the chief author of the report. For this reason the inquiry was often called the "Worth Commission" and its report the "Worth Report." The Commission's mandate was very broad including the requirement to "enquire into and recommend on the appropriate permanent structures and processes for the administration and coordination of the total educational organization and for long-range planning."[22]

A major recommendation of the Worth Report was that the responsibility for coordinating all post-secondary education be located in the Department of Advanced Education. This recommendation bore on the transfer controversy because the report considered that "improved program continuity and transferability"[23] would be one of the benefits of such coordination and Departmental responsibility for it. Further, the Commission's report described the controversy over the transferability of credits as one which "had been a serious issue for many years" and was "most demanding of solution."[24] In presenting its analysis of the transfer question, the Worth Report observed:

> In basic education, transfer from one school to another is more readily accomplished when the receiving school and its teachers adjust to the achievement level of the student. Within Alberta, the transfer process at the senior school level is . . . straightforward because of the credit system, credits being completely transferable regardless of where they were obtained.
>
> However, no such clarity and realism prevails within higher education. Tradition, emotion, and the jealous guarding of academic bailiwicks, particularly on the part of universities, continue to work hardships on students. Frustration, lost time and unnecessary expense is the result. The insensitivity to the human dimensions of transferability is further reinforced by the apron-strings mentality evident in current affiliation agreements, and in some recent reports on the problem.[25]

Better cooperation between institutions of post-secondary education was needed, if any scheme was to work, said the Commission, but such cooperation would not be forthcoming where one type of institution had veto power over another's programs. The Report elaborated:

> The veto prerogative is often defended on the ground that the institution that grants degrees or diplomas must have the right to determine the content of progammes leading to such awards. This stance usually results in the credentialing institution dictating precise specifications for courses or programmes in related institutions, along with the necessary qualifications of instructors. In Alberta, this action is currently being taken by the universities with respect to colleges. While these actions are legalized by existing formal affiliation agreements imposed by the universities from a position of strength, it does not make them right either for today or for tomorrow. Aside from the immorality, the absurdity is obvious. Often in large enrollment university courses such wide variations exist in content and method between sections that they are almost totally different from one another. Moreover, some courses are taught by graduate students less qualified than college instructors.[26]

The Commission advanced three main proposals to solve the difficulties it thought characterized existing transferability arrangements:

> [1] Insofar as clearly designated transfer programmes are concerned, the problem of advance standing with the receiving institution can be readily solved by giving the sending institution responsibility for certifying student attainment. The corollary being, of course, that the receiving institution has the obligation to accept the transferring student with credit for work successfully completed at the sending institution.
>
> [2] In the case of related programmes a different policy based on the same principles seems appropriate. Thus, completion of an allied-career, two-year diploma programme in a college or institute could be deemed the equivalent of one year of the associated university degree programme. Precedents already exist for this kind of advance credit arrangement. A student completing certain two-year programmes in engineering technology at NAIT / Northern Alberta Institute of Technology, Edmonton / can receive credit for one year toward an engineering degree at the University of Alberta.
>
> [3] For those students who only partially complete programmes or substantially alter their career aspirations and then wish to move to another institution or programme, transfer of credit will have to be negotiated on an individual basis. In these instances, more emphasis might be placed on conditional transferability, subject to verification by performance . . . .[27]

These proposals were meant to enhance the "life chances" of students whose post-secondary education had begun or would begin in non-university institutions and the Commission's argument was this:

> A very significant career benefit would accrue to many Albertans from these transfers of credit. Currently the most important factor in a career is the level and type of training received; the higher the initial level of training, the greater the individual's chances of continued success.
>
> One way to increase the career-chances of college and institute graduates is to enable them to move with greater ease toward a higher credential. The foregoing transfer proposal would accomplish this objective.[28]

"If the foregoing proposals cannot be made to work," said the Commission, "then a province-wide credit system in higher and further education will probably be required."[29] The development of such a system, suggested the Commission, "would, in effect, be merely an extension of the basis for transfer now used in the senior high schools of Alberta."[30]

COORDINATION: ENLARGING THE ROLE OF THE DEPARTMENT OF ADVANCED EDUCATION

By the time the universities turned to consider the proposal and the recommendations of the Worth Report, the Minister of Advanced Education, James Foster, had already announced that Dr. Walter Worth would become Deputy Minister of his Department, effective September 1, 1972.[31] Commenting on the appointment, Mr. Foster said he supported the argument in Dr. Worth's report that the Universities and Colleges Commissions should be taken over by his department.[32] The essence of the argument to which Foster referred was this:

> Continued maintenance of the Alberta Colleges Commission and the Alberta Universities Commission will only splinter and distort the efforts of the Department of Advanced Education. It is proposed, therefore, that the two commissions be dissolved and that their responsibilities and employees be taken over by the department.[33]

Worth's recommendation was soon openly supported by the Government of Alberta. In mid-September, James Foster announced the decision of the Cabinet that, effective March 31, 1973, the two commissions would be abolished. In addition, their functions and staffs would be absorbed by a soon-to-be reorganized Department of Advanced Education which would be responsible for coordinating all post-secondary education.[34]

It is interesting that the appointment of Dr. Worth as Deputy

Minister and the decision to abolish the commissions were taken in advance of the Cabinet's own deadline, October 15, 1972, for receipt of submissions on the Worth Report. It is perhaps equally interesting that the Government's major decisions in post-secondary education - first, to create the Department of Advanced Education and, later, to abolish the Commissions - were contrary to the campaign platform of the Progressive Conservatives during the 1971 provincial election. That platform promised that the Progressive Conservative Party as one of its "new directions," would "plan all educational facilities within the jurisdiction of one department - the Department of Education."[35] Another "new direction" was to "reorganize the various Commissions and other governing bodies into one comprehensive Post-Secondary Education Commission to ensure improved co-ordination of facilities and course contents, allowing for the greatest possible degree of local autonomy."[36] James Foster's public statements explaining the abolition of the Commissions and the expanded role of his departments in post-secondary education made no mention of these decisions as departures from party policy. Rather his statements typically emphasized that the public interest would be better served by the revised arrangements:

> There are arguments for and against the commissions but the question is, what is to be the role of the Department? One super commission could be created but there is still the problem of how effectively it can represent [the] public interest. I really think we can bring government a little closer to the institutions and the people. We don't need the middle layer of commissions.[37]

As well, the new arrangements would help to solve some specific problems of co-ordination, said Foster:

> At present the universities, colleges and technical institutes report in three different and sometimes competitive directions. This situation has made it nearly impossible for our province to develop a harmonious system of higher education. For example, there has been recent conflict over the transferability of courses between colleges and universities. . . .[38]

In pointing to the particular matter of transferability and the conflict which it continued to generate, Foster reflected the interests and concerns of both his party and his Deputy Minister. The campaign platform of 1971 had been explicit in saying that the Progressive Conservative Party would "facilitate maximum upgrading of academic achievement by allowing easier transferability between [post-secondary] institutions."[39] Also, the party would "strive to continually upgrade the significance and importance of the Technical Schools and non-academic institutions"[40] and would "alter and expand the approach of the three Agricultural Schools to encompass a much broader educational experience."[41] Of course, the Minister of Advanced Education, knew the recommendations of his Deputy regarding transferability since they had appeared in the Worth Report. As well, he knew that Dr. Worth considered it "unnecessary that the Universities Co-ordinating Council continue to exist in its present form"[42] and that its "one remaining and major responsibility is the appraisal of academic qualifications of persons applying for membership in professions and occupations . . . ."[43] By implication, the Universities Co-ordinating Council need not consider the establishment of minimum standards for the affiliation of colleges any longer a major responsibility. Moreover, shortly after assuming his duties as Deputy Minister, Dr. Worth was reported as saying that "the subject of transferability from Alberta's colleges to its universities is going to be one of the hottest issues the

Department of Advanced Education has to face in the next little while."[44] In addition, the newly-appointed Deputy Minister said he "strongly supported" the Colleges Commission's trial proposal."[45]

Thus, by September, 1972, certain initiatives of the Alberta Government and the Department of Advanced Education held important implications for all post-secondary institutions and their relationships with each other. The appointment of Dr. Worth as Deputy Minister of Advanced Education was perhaps the most important of these initiatives and the one which universities regarded as most serious. In major part, this was because Worth did not favor existing arrangements for transferability and he could be expected to have considerable influence on policies which, most certainly, would be designed to change such arrangements. In particular, Worth's appointment, along with the abolition of the Commissions, meant that the traditional policy preferences of universities on articulation and transferability would soon be actively challenged. Further, it looked as if a challenge by the Department of Advanced Education might prove to be a more powerful one than any the individual colleges or the Colleges Commission had been able to muster.

UNIVERSITY REACTION TO THE TRIAL PROPOSAL

The responses of The University of Calgary and The University of Alberta to the trial proposal guaranteed that the transferability issue would "heat up" as Dr. Worth had promised. Within days of the announcement that the government would abolish the Commissions, The University of Calgary General Faculties Council rejected the Kolesar-Fast proposal and endorsed the Mowat Report.[46] The decision of General Faculties Council was an endorsation of the several objections to the Kolesar-Fast request that its Committee on Colleges had earlier enunciated.

The first objection raised by the Committee on Colleges was that changes in admissibility and transferability policies "should not be made in a piecemeal manner" because "fundamental changes in the relationship between colleges and universities may soon be forthcoming."[47] The questions of admissibility and transferability constitute only two issues within that relationship" contended the Committee on Colleges emphasizing that "the total relationship between these institutions should be examined."[48] In addition, this sub-committee of General Faculties Council expressed its "grave concern" over what the proposals of the Colleges Commission seemed, in general, to imply:

> The Fast-Kolesar proposals seem to imply and endorse a future policy which regards as necessary and desirable a considerable degree of similarity between many programmes which a student might follow at a college for up to two years and programmes offered at a university; otherwise, the concepts of "equivalent work" and substantial "advance standing" upon transfer become invalid. . . . Indeed the proposals are difficult to reconcile with sections of the Worth Report in which "wasteful competition and duplication between institutions" and "imitation in policies governing programming" are discouraged in favor of the development of unique character and "distinctive missions."[49]

A second objection focussed on what the committee considered as a simplistic approach by the Colleges Commission - admissibility and transfer of credits had been referred to in the trial proposal "as if the University were a single unit."[50] This was to overlook the character of universities, argued the Committee:

> No cognizance seems to have been taken of the fact that particular Faculties within the University have their own admission policies, and a student with ten courses of college work may find his credits of little value in the programme of a particular Faculty. . . . Students within the University are not necessarily able to obtain two full years' credit on transfer from one Faculty to another; it therefore seems odd to suggest that students from outside the University should automatically obtain such transfer of credit. Nor does this University give automatic credit to students coming from other universities; it retains the right to examine transcripts and make value judgements. We believe that the University must continue to exercise the right with respect to those students coming from the colleges, as well as from other universities.[51]

Finally, the Committee said its strongest objections were based on the answer the Commission appeared to give to one basic question: "Who shall be the judge of what constitutes university-level work appropriate for particular programmes?"[52] Arguing that there were "good reasons" for protecting a university's right to scrutinize transcripts and make value judgements, the Committee concluded: "we find it difficult to believe that people outside the University system are qualified to make better judgements."[53]

The position of The University of Alberta - as it eventually came to be expressed by General Faculties Council - was not as clear as that of The University of Calgary. In September, 1972, the College Committee (a sub-committee of G.F.C.) was asked by the Executive Committee (another sub-committee of G.F.C.) to consider the Kolesar-Fast proposals.[54] Mindful of G.F.C's support, in principle, for the recommendations of the Mowat Report (November 29, 1971), the College Committee recommended qualified acceptance of the proposals.[55] The qualification essentially meant that Alberta colleges would be treated in basically the same manner as out-of-proince institutions.[56] Like its counterpart at The University of Calgary, the Colleges Committee urged upon G.F.C. that it take concrete steps to ensure the formations of an Articulation Council as advocated in 1971. The Colleges Committee suggested that such a council be operative by June, 1973.

It was not until November, 1972, that the Executive Committee of G.F.C. responded to the Colleges Committee recommendation. The Executive Committee said it was "reluctant to decline advice of the Colleges Committee" but that present events were "portentious of the demise of both the Universities Commission and the Colleges Commission."[57] In view of this development, the Executive Committee thought it "might be advisable to take no action until the future situation becomes more clear."[58] The Executive Committee noted that the University had prepared affiliation agreements but that no college had signed one. The Executive Committee said it was hesitant to encourage any discussion regarding transferability with any college "without the required legal status."[59] Consequently, the Executive Committee agreed that the whole matter of the Kolesar-Fast proposals and the recommendations of the Colleges Committee should be tabled "until the University of Alberta has affiliated institutions."[60]

STALEMATE

The cautious attitude of The University of Alberta regarding the Kolesar-Fast proposals drew the criticism of the Colleges Commission even before the deliberations of General Faculties Council came to their "let's-wait-and-see" conclusion. A statement issued by Dr. Kolesar and Dr. Fast, in mid-September, 1972, expressed "grave concern" with comments made by

Dr. Max Wyman, President of the University of Alberta, to a meeting of General Faculties Council that same month.[61] Wyman had told the General Faculties Council that he was "bothered" by the Commission's trial proposal and emphasized that "at present" admission requirements and university equivalent work were decided by the universities.[62] As a counter to the reservations expressed by Wyman, the Commission statement said that "students have been transferring with advanced standing from colleges to universities in Alberta for more than a decade and have performed successfully."[63] Further, the statement said that if the problems of transferability could not be resolved through negotiation "in the near future," then legislation applying to the colleges and universities "might be recommended."[64]

In the face of the announcement that the Colleges Commission (along with the Universities Commission) would be disbanded, the universities might have felt that the Kolesar-Fast proposals were less than meaningful. However, there was little comfort in this view for universities, especially when Dr. Worth, a strong supporter of the trial proposal, became Deputy Minister of Advanced Education. Later, when Dr. Kolesar, Dr. Fast and other members of the Colleges Commission became senior level civil servants in the Department of Advanced Education, few in post-secondary education were surprised when new initiatives for a revision of transferability arrangements were launched by the Department. For the time being though, as the beginning of 1973 approached, the situation regarding the transferability issue was at a stalemate. The universities - singly and collectively - supported the concept of an articulation council as proposed by Dr. Mowat in 1971. The Colleges Commission rejected this idea as proposed favoring an approach to articulation embodied in the trial proposal and their transferability agreement with other non-university post-secondary institutions in April, 1972, was a testimony to this position. With respect to the trial proposal, the answer of The University of Calgary was a direct "no". The University of Alberta had yet to decide its position on it, though a qualified acceptance had been urged upon General Faculties Council by its own Colleges Committee.[65] Thus, it appears that the articulation council concept and the trial proposal were both unacceptable arrangements for resolving the transferability issue as it had developed to the end of 1972. However, the appointment of Dr. Worth as Deputy Minister, certainly implied which of these arrangements would likely enjoy the greatest support of the Department of Advanced Education. Further, the knowledge that the Commissions would be abolished and that the Department of Advanced Education would soon assume an expanded role in the coordination of post-secondary education suggested that the impasse concerning the transferability issue would not continue very long.

COORDINATION: NEW STRUCTURES AND INTENTIONS

On January 30, 1973, the Department of Advanced Education announced plans for its internal reorganization.[66] Initially, the reorganization confused the already complicated issue of transferability. In the long run, the reorganization can be seen as the first step towards the resolution of the issue which was finally reached.

In a document approved by the Alberta Cabinet, the Department of Advanced Education announced that a revised departmental structure was necessary so that it could properly take over the functions of the two Commissions and realize its chief intention. This chief intention was described as providing "the leadership, service and coordination necessary to ensure the efficient development and functioning of an effective system of advanced education responsive to the needs of all Albertans."[67] The reorganization was expected to proceed in three phases. Phase I involved the "immediate recruitment and reassignment of those personnel required to make essential elements of the proposed structure operational by April 1, 1973."[68] The second phase was to involve "review and consolidation of legislation related to advanced education."[69] It was the Department's idea that this review would be launched "within 6 months and will require 18-24 months to complete."[70] Phase III would be one of ongoing modification of the Department's functions and structures "in relation to new legislation and changing needs."[71]

Three specific aspects of the first two phases of the reorganization bear directly upon the escalation of the issue during 1973 and its resolution during the early part of 1974. The first and most significant aspect was the creation of a Programs Division (later named the Program Services Division) as one of the major elements of the Department's revised structure. The main functions of the Division were to be "the assessment, approval and allocation" of instructional programmes among all post-secondary institutions.[72] In the Department's view, the performance of these functions required that the Division maintain a "central program registry" and be responsible for the "transfer of credits and accreditation."[73] If this announcement was supposed to signal Departmental interest in the transferability controversy and give notice of possible forthcoming policies, it could not have been much clearer.

The second major aspect of the reorganization which was very important to the transfer issue was the recruitment and reassignment of personnel from the Commissions. All of the senior-level personnel for the reorganized and expanded Department of Advanced Education came from the Colleges Commission.[74] Significantly, Dr. Kolesar, Chairman of the Colleges Commission, became Assistant Deputy Minister of the Administrative Services Division. Kolesar's Division was given responsibility for "general administration," all funding of post-secondary education and legislation including the long-term legislative review. The other senior post of Assistant Deputy Minister, Programme Services was initially assumed by Dr. Raymond G. Fast, a former senior staff member of the Colleges Commission and sponsor, with Dr. Kolesar, of the Commission's trial proposal.[75] Perhaps as important for subsequent developments concerning the transfer issue was the reassignment of Mr. Reno Bosetti from the Colleges Commission. Mr. Bosetti became the Director of College Programmes in Dr. Fast's Division on September 1, 1973. On November 30, 1973, he became Assistant Deputy Minister of the Programmes Services Division, upon Dr. Fast's resignation. Bosetti had been a member of the Worth Commission Task Force on Post-Secondary Education as had Dr. Kolesar and Dr. Fast. Bosetti knew of the recommendations of the Worth Report regarding transferability, indeed, it is very likely he helped formulate them. Certainly the recommendations on transferability which Bosetti presented in his own study for the Colleges Commission in 1972 - Post-Secondary Education, Master Plan Number One - reflect the spirit of the Worth Report proposals and, in substance, were almost identical to the Kolesar-Fast trial proposal.[76] As subsequent events will reveal, Bosetti's ideas and interests became a strong influence upon departmental policies for program coordination and upon transferability policies in particular.

A third aspect of the reorganization which had implications for the transfer controversy was the long-term legislative review. The results of the review were made public in July, 1975, in the form of a Draft Adult Education Act.[77] One section of the act proposed the creation of a provincially appointed body or council to deal with matters of admissibility and transferability among all post-secondary institutions.[78] However, it was not this suggestion, as such, which proved so contentious, because all universities later on became supporters of the idea. Rather, it was the Department's approach to the legislative review during 1973-75 and the general uneasiness among institutions of post-secondary education, which that review generated. Certainly, the three main universities were the most uneasy. In part, this was because the Department of Advanced Education simply did not conceal the fact that continued inter-institutional tensions and lack of agreement over transferability could

Erratum

Page 118, Line 6 should read:

when the Department began to refer to the Council as an organizational unit determine the provisions of new legislation. Yet, until July, 1975, the Department did not announce what specific legislative provisions it favored, nor exactly when they might be enacted.

An example of the uneasiness generated by the Department was the uncertainty it created for the Universities Coordinating Council from the Universities Coordinating Council as an organizational unit whose "status of function may soon be altered."[79] No explanation of this notation was provided. Perhaps none was needed. The Worth Report, as indicated earlier, had questioned the need for the Coordinating Council to continue to exist "in its present form" should the Commissions be abolished. Was this description of the Coordinating Council in the reorganizations document an indication that the Department would very soon act on the Worth Report's observation? Or would a re-defined Coordinating Council be an outcome of the legislative review when it was completed more than a year later? Considering the regulatory role in college-university affiliation enjoyed by the Council in existing legislation, were amendments to the Universities Act to be expected soon? And, if there were to be amendments, what would they be and what would be their effect? Universities did not know.

However, a partial answer to these kinds of questions was given in the Spring session of the Legislature when the government presented amendments to both the Universities Act and the Colleges Act. In the main, these amendments abolished the Commissions and broadened the scope of the Minister's authority. It is interesting that no amendments were presented to eliminate the rights of the Coordinating Council to be involved in setting minimum standards for college affiliation as it had traditionally done. However, by the Colleges Amendment Act, 1973, it was specified that "members of the college system may be affiliated with Alberta Universities if the Minister first approves of the affiliation."[80] In addition, the Legislature passed The Department of Advanced Education Amendment Act, 1973, which permitted the Minister to make regulations

> providing for the coordination of programs and services between
>
> (i) universities, public and private colleges, institutes of technology, agricultural and vocational colleges and vocational training centres, and
>
> (ii) boards of trustees of school districts and divisions, counties, cities or towns. . . and any other persons relating to adult education and training.[81]

In summary, the reorganization and supporting legislative amendments signalled that the Department of Advanced Education henceforth would, be a new and most important force in post-secondary education. However, it was not until September, 1973, that the Department explicitly declared its intent to resolve the problems of admission and transfer and suggested how (and in what time frame) such a resolution should be achieved. It was not until November, 1973, that specific transferability policies for province-wide application were formally advanced as part of the Department's "Coordination Policy." We will turn to these important initiatives shortly. What is essential to see at this point is the general significance of the reorganization for the transfer issue. While the Department may have been concerned, even preoccupied, with its own internal expansion and establishment during most of 1973, its decisions were of profound significance for the relationship between colleges and universities and the scope of their autonomous action. By late 1973, the reorganization had provided the basis for a strong policy thrust in program coordination with which the colleges and the universities had little experience. In meeting this thrust, the universities seem to have been the most unprepared, perhaps because they least anticipated it or because they tried to ignore it.

THE TASK FORCE ON UNIVERSITY ENTRANCE REQUIREMENTS

The reorganization and expansion of the Department of Advanced Education was motivated, in part, by the Department's desire to resolve questions of college-university articulation and by the belief that a revised structure would assist, if not accomplish, such a resolution. However, such desires and belief were not peculiar to government. The Senate Task Force on University Entrance Requirements at The University of Alberta, took a similar view. In its May, 1973, report to the Senate, the Task Force saw the new directions being taken in post-secondary education this way:

> It is our view that the dissolution of the Commissions as we knew them may prove beneficial to the resolution of some problems relating to affiliation and transferability. Political and administrative responsibilities should now be easier to comprehend.[82]

The opinion of the Task Force was expressed in that part of its report devoted to a discussion of the problems of transferability among post-secondary institutions. Though its original terms of reference directed the Task Force to examine "the whole question of entrance requirements as set down by the University of Alberta,"[83] the Task Force found it could not avoid the subject of transferability. It is apparent from subsequent developments that the Task Force's analysis of the transferability issue and its recommendations had some impact on the opinions and actions of the colleges and the Department of Advanced Education. For this reason it is important to look at this particular report more closely.

In general, the Task Force expressed alarm at the state of relationships between the university and other post-secondary institutions. As well, it suggested that the onus for immediate and serious efforts to resolve issues of admission and transfer rested mainly with the university system:

> Of all the . . . areas this Task Force has examined, the question of transferability has been the most vexatious. Much work needs to be done by this University and others before satisfactory relations can be said to exist between the University and non-university post-secondary institutions in Alberta. If the present unfortunate situation prevails, the stature of the University in the public mind is likely to suffer greatly.
>
> In meeting and corresponding with colleges and institutes in Alberta, we discovered a gulf between the University and some of these institutions that appeared to threaten the educational development of many students. In some cases the term "impasse" might best describe the relationship, in others "apparent indifference". On a number of occasions we heard expressions of alienation from the University that should not be permitted to develop further. Whatever the details, it is clear that the University's relations with colleges and institutes requires immediate attention.[84]

In specific terms, the Task Force considered that the transferability issue had two main aspects. One aspect concerned the several problems which arose from "a form of public demand for more roads of access to university entrance":

> Colleges and institutes. . . exist to provide training for students in many fields quite independent of the University. These essential programs were created to fill personal and social needs not addressed by the University. Some institutions, such as Grant MacEwan Community College and the Institutes of Technology were created solely with these distinct aims in mind. Irrespective of the original intentions of these non-transfer colleges and institutes, pressures for avenues of transfer and credit to the University now exist. Students simply do not easily fit into clear institutional definitions nor accede to the intentions of educational planners. It may be the intention of a college or institute to prepare a student for a diploma that leads to employment. It may become the intention of the student, however, after having developed latent interests at these institutions, to study at the University. Not having enrolled in a University transfer program, or in an institution with a university transfer program, these students face serious problems of access and credit. Not only are students seeking admission on the basis of their non-transfer diploma programs, but selective university credit for work done at the colleges or institutes as well.
>
> In summary, students enrolled in college transfer programs, remain uncertain about the University's willingness to grant advanced credit. Those in diploma programs or in the institutes, are insisting upon new avenues of access and credit towards a University degree. In this context, it is merely descriptive to say that the admission policies of the University must now be formulated in a considerably more complex conceptual and political environment.[85]

A second major aspect of the issue, according to the Task Force, was the confusion which had developed in inter-institutional arrangements for affiliation and transfer of credit:

> During the last decade, the number, variety and importance of post-secondary institutions in Alberta has grown considerably. Three new universities have been created, community and regional colleges established or expanded, and technical institutes greatly developed.

> This impressive differentiation of post-secondary institutions parallels the increasing number of diploma programs offered in the province's high schools. Whereas, for the first half-century of the University of Alberta's life it stood almost alone in the field of post-secondary education in this province, the University is now one option among many others. This rather radical change in the University's situation is placing numerous new demands on its admission policies.
>
> Some colleges in Alberta exist, in part, to offer a combination of high school courses and "university transfer courses." These colleges (including Red Deer, Grande Prairie, Camrose, Concordia) provide a second route for students to the University from high school. Students attend these colleges either because they lack required high school subjects or because they prefer the personal and educational atmosphere of a smaller college to that of the University.
>
> During the past several years, the agreement that support transfer of credits between the University of Alberta and several of these colleges (notably Red Deer and Grande Prairie) have fallen into confusion. Informal affiliation agreements have not been transformed into formal legal ones. Agreements are necessary to assure students at the colleges that the University of Alberta will accept particular college courses for credit when the student transfers to the University to complete his degree. Agreements have other uses, but the assurance to the college students is primary. In the absence of agreements, the educational future of these students becomes unsure. In at least one case, we encountered uncertainty that had reached serious proportions. This particular situation is now, at least temporarily, resolved. However, the basic relations between the University of Alberta and some colleges offering University transfer programs are still in limbo. They should not remain so much longer.[86]

However, in contrast to these concerns, the Task Force found that "in the case of almost all post-secondary non-university institutions, the University of Alberta's Faculty of Business Administration and Commerce had been particularily commended for its willingness to explore and arrange transfer and credit. . . ."[87] It noted too that other faculties maintained informal relations with various colleges and institutions and that these "are serving students well."[88] Thus, concluded the Task Force, "some problems at the institutional level which delay formal agreements are mitigated by popular faculty-to-faculty arrangements."[89] Never-the-less, the Task Force's overall judgement was that there had been "a great deal of difficulty in achieving acceptable affiliation agreements" and that "on all sides of the issue, clear points of authority appear to have been lacking."[90] The Task Force asked:

> Did public colleges have authority to sign affiliation agreements on their own? The answer has evidently been negative. What was the role of the Colleges Commission, the Coordinating Council and the Universities Commission?
>
> At the University, who speaks for the institution as a whole in relation to the Colleges? Is it the responsibility of the General Faculties Council to take initiatives; the Colleges Committee of the General Faculties Council or the Vice President Academic? Or is this responsibility to be diffused among the faculties and schools? Who at the University is responsible for nurturing the developing relations with the Colleges? Who has been given the mandate and authority to do so? It appears that most of these questions have remained largely unanswered, or not satisfactorily answered for some years. One observer has concluded that present administrative arrangements regarding the colleges, ". . . make for a tremendous bottleneck of conservatism and inertia." Other individuals have expressed similar views on the whole previous administrative arrangements in Alberta.[91]

In the light of this analysis of the problem of transferability, the Task Force suggested how the resolution of the issue might be sought. As a first step, the Task Force suggested that the "provincial universities, colleges and institutes must agree on the procedures that will be followed to negotiate acceptable affiliation agreements."[92] The Task Force was careful to point out that it was "doubtful that the public colleges will accept procedures and conditions of affiliation unilaterally prescribed by any university Board of Governors or the Universities Coordinating Council."[93] Again, the Task Force asked:

> Should the university review the original admission of a student from Grade XII to the Colleges in assessing college students for admission to the University? Should entire college programs be granted credit status, or should each course and instructor be approved separately by the University? Should the accreditation of a college program apply to all Alberta universities and the practice of separate agreements for each university cease? Should the attainment of certain college diplomas be considered equivalent to Grade XII for admission to related programs in the University with only the question of advanced credits to be determined? Now that the University effectively recognizes the capability of high schools to certify the standards of students for entrance must they not also recognize the colleges and institutes? Should accreditation of high school equivalent courses in the colleges and institutes be the responsibility of the Department of Education?[94]

With respect to the possible resolution of these questions, the Task Force noted that the Universities Coordinating Council had supported the establishment of an articulation council representative of various post-secondary institutions. The Task Force argued that "its establishment or the establishment of a similar body is essential" because "the alternative may be direct government involvement."[95] In making this point, the Task Force referred to the statements which had recently been made by the Minister of Advanced Education in the Legislative Assembly. In reply to a question by Mr. Robert Clark, James Foster had said:

> With respect to the transfer of credits, within the non-university sector there is a working arrangement with respect to transferability and my information is that it is working rather well.
>
> With respect to the university the same 'old problem' exists. There is a suggestion put forward by the universities coordinating council that a special council be created or established, representative of the universities, the colleges and the other institutions--or senior people to resolve this question voluntarily of transferability between the non-university sector and the university community. The only alternative to that, in my view, to carry it further would be for government to get directly involved. And I am just not prepared to do that. I think that where possible these things should be worked

> out by the institutions, and if necessary, a good deal of encouragement should be given by the minister's office and other authorities. We have not yet specifically responded to the proposal from the Universities Coordinating Council on transferability.
>
> I might say that in a discussion I had. . . a day or so ago the question was raised. I . . . reported that it was my information that one of the colleges was having great difficulty getting one of the universities to communicate with it on this question of transferability. . . . I am very hopeful that the university community, if they have failed to do so, will be somewhat more responsible and help the colleges in this question of transferability.[96]

It was the Task Force's argument that government intervention to resolve the issue had to be considered not only from the Minister's own statements but also because a chief aspect of the issue - public demands for a broadened accessibility to university education - seemed soluble only through governmental action. Rejecting the kinds of arguments which had earlier been raised by the Universities Coordinating Council and by The University of Calgary Committee on Colleges against the Kolesar-Fast trial proposal, the Task Force concluded:

> We do not share the view that the development of a differential post-secondary educational system in Alberta can only be achieved at the expense of transfer and credit agreements, or at the cost of one-sided loss of institutional autonomy on the part of the colleges and institutes. Autonomy can be maintained on all sides if relations are based on negotiation and mutual professional respect. A more complex University admission system need not imply less variety in the post secondary educational system but could, in fact, stimulate more. General affiliation agreements should remain sensitive to the aspirations of each institution to develop a unique learning environment.[97]

In accord with its general views the Task Force presented some specific recommendations and declared its intent to follow the course of these recommendations and to continue reporting to the Senate and other authorities on their disposition over the coming year. The recommendations were these:

[1] Procedures should be established immediately by the University and other post-secondary institutions in Alberta to undertake negotiations regarding the establishment and operation of affiliation contracts between the universities and other institutions.

[2] While general and province-wide agreements are being negotiated, immediate attention should be paid by the University of Alberta to colleges and institutes presently offering transfer programs under "gentlemens' agreements" to assure that these informal agreements and obligations associated with them, are fully understood by all parties.

[3] Insofar as possible, initiatives for affiliation and description of affiliation conditions should emanate from the colleges, institutes and the universities rather than the Department of Advanced Education.

[4] Agreements should respect the integrity and autonomy of all participating institutions on the basis of mutual professional regard.

[5] Encouragement should be given to colleges and institutes that wish to explore possibilities for admission and transfer programs where they do not already exist.

[6] At the University of Alberta some person or authority should be designated with the mandate, time and interest to sustain cordial and beneficial relations with the colleges and institutes in Alberta.[98]

TOWARD PROVINCE-WIDE POLICIES ON TRANSFERABILITY

By the time the universities turned to a consideration of the recommendations of the Senate Task Force, the Department of Advanced Education had already presented some new recommendations of its own for solving the transferability controversy. On September 11, 1973, Toward the Development of Provincial Policy for Transferability was released by the Department. Prepared by the Program Services Division under the leadership of Reno Bosetti, this document was essentially a departmental position paper on transferability though it was not described as such. The position paper stated what colleges and universities should do regarding transferability in the light of what the Department would do by January, 1974. The Department's intentions and suggestions were presented within the context of its understanding of "the present situation," the "positions and proposals" of various groups and certain "criteria for policy development" which it proposed.

The Department's characterization of "the existing situation" regarding transferability was, in some respects, similar to that provided by the Senate Task Force. In fact, the Department thought that the Task Force had captured the essence of the problem when it stated:

> Not only are students seeking admission [to universities] on the basis of their non-transfer diploma programs, but selective university credit for work done at colleges and institutes as well.[99]

Further, argued the Department, "adult and continuing education programs are increasingly attracting students" and "recent commission reports in this province have urged expansion of these areas" favoring the "recognition of these [programs] as legitimate and creditable activities."[100] On this point, the Department emphasized one recommendation of the Task Force on Manpower Training and Retraining which suggested that:

> Increased integration of now separable training programs must be established to allow, in a career ladder sense, transferability of credit from one program of training to another and from one level of training to another. This implies that an individual should be able to initially undertake a short term program and later plug this into a more extensive diploma, technology or degree course of studies.[101]

Therefore, concluded the Department, "the whole matter of admissions and transfer has much wider implications when the total spectrum of educational opportunity is considered."[102] The Department identified these implications as the most important:

> Thus the problems of admission and transfer may be viewed as having system-wide implications which necessitates the development of provincial policies. These policies need to transcend narrower institutional concerns in the interest of creating an integrated and articulated system of post-secondary education. . . .[103]

It was the Department's view that in spite of efforts which had been made to facilitate student movement through the post-secondary system, demands for further improvement continued "unabated." The source and nature of these "unabated demands" were described by the Department this way:

> Students in non-university institutions are insistent that they be assured in advance of the utility of programs and courses for admission to other programs. They are equally insistent that they know in advance whether or not they will be granted advance credit for courses or programs taken at a non-univefsity institution. These demands are not inconsistent with those which echo throughout the consumer world. People want to know in advance what the product which they purchase will do whether it be an automobile or an educational program. They want to know how it will perform, where it might take them, and its trade-in value should they find it not completely satisfactory.[104]

The Departmental document also reviewed "the most recent efforts at resolving the transferability problem" by describing the proposals and positions of the main parties concerned - the Universities Coordinating Council, the Colleges Commission, the "Non-University Post-Secondary Sub-systems," the Alberta Association of Colleges Administration, and the "Government Position." The Coordinating Council's support for an articulation council was noted as was the trial proposal of the Colleges Commission. The position of the "non-university sub-system" was considered to be one which favored the trial proposal, on the basis of the agreement devised in April, 1972. The position of the Alberta Association of Colleges Administration (A.A.C.A.) - basically, an association of college presidents - was described from its advice to the Minister of Advanced Education in July, 1973, regarding A Choice of Futures and Master Plan Number One. The following recommendations were among those which this association urged the Minister to adopt from the Worth Report:

THAT - colleges must play a distinctive role in education and stop conducting their affairs as though they were junior partners or situated on the lower rung of a status ladder (Worth Report, p.55).

THAT - further (continuing) education differs greatly from youth education and that these differences must be reflected in admission requirements, objectives, content, and achievement criteria. (Worth Report, p.112).

THAT - admission of students be based on any one of the following: school marks, a definition of maturity, or scores obtained on Department of Education power tests. (Worth Report, p.139).[105]

From Master Plan Number One, the A.A.C.A. urged the Minister to adopt, as policy, a proposed two-year project on transferability.[106] It was virtually identical to the trial proposal of the Colleges Commission. Finally, the position paper claimed that the Government of the Province of Alberta had "endorsed in principle" several recommendations from A Choice of Futures, was "still studying" others and had "partially implemented" still others. According to the Department, the following recommendation from the Worth Report was being "partially implemented":

> Insofar as clearly designated transfer programs are concerned, the problem of advanced standing within the receiving institution can be readily solved by giving the sending institution responsibility for certifying student attainment.[107]

The portion of the position paper entitled "The Department's Intent" was based upon conclusions which the Department itself had reached about the compatibility of the positions and proposals it reviewed and the value of further discussions among interested parties. The Department said:

> The problems of admission and transfer have been the subject of prolonged discussion, debate, and investigation and . . . threaten to create serious conflict if their solution is lost in further similarly prolonged activities.
>
> Recognizing that solution of the problems is no simple task and that the possibility of reaching an ideal solution to which all will agree is remote, the Department of Advanced Education has undertaken a two-fold task. First, it will develop policies and guidelines which will be a "best-fit" solution to the problem. These it will implement by January 1, 1974. Second, it will create a mechanism whereby the effects of these policies and guidelines may be monitored and by which the policies and guidelines may be revised.
>
> Hopefully during the period between now and January 1, we will be able to reach agreement . . . as to what should be the content of policies and guidelines. However, the time frame adopted requires that we take immediate action . . . .[108]

THE SENATE TASK FORCE: NEW FINDINGS AND REPEATED RECOMMENDATIONS

The Department's hopes that system-wide transferability policies could be framed in a four-month period was an ambitious one given the different positions held by college and university groups and by the Department itself. Nevertheless, the meetings which the Department arranged to realize these hopes drew support, though the support from universities was cautious. In contrast to this caution, the support of the Senate Task Force was enthusiastic. In a letter to James Foster, October 10, 1973, the Task Force said:

> The University of Alberta Senate Task Force on Entrance Requirements wishes to express its support for the project undertaken by the Program Services Division of your Department in relation to transferability. You may recall that, in our Report of May, 1973, we cited this entire realm of entrance requirements. We are pleased that a systematic effort is being made to improve the present situation.[109]

However, the efforts of the Task Force went beyond letter writing and verbal expressions of support for attempts to solve the issue. As it had promised in May, the Task Force continued to report upon any new developments and, in particular, upon the fate of its recommendations. Two of its efforts in this regard are especially important: the second report of the Task Force to the University of Alberta Senate on September 28, 1973, and the meeting of the whole Senate at Red Deer College on November 22 and 23, 1973.

The Second Task Force Report

Following its first report to the Senate, the Task Force had circulated its findings and recommendations widely. Copies of the report were sent to all deans and directors at The University of Alberta, to the Board of Governors of the University, to the Executive Committee of General Faculties Council, to all post-secondary institutions in the province, to the Minister of Advanced Education, the Minister of Education, and to all who had contributed letters and briefs to the Task Force. In the case of The University of Alberta and the Department of Advanced Education, the views of the Task Force were presented in person to selected officials. Thus, the report of the Task Force to the Senate on September 28, 1973, was primarily an attempt to identify which of the Task Force's earlier recommendations had been acted upon and what the results of its personal contacts had been.

With some regret, the Task Force noted that the General Faculties Council at The University of Alberta had not yet formally considered its report of May, 1973. However, the Task Force applauded specific interim efforts which were being made in "improving communications with the public on the matter of admissions." The Office of the Registrar now published a monthly admissions bulletin which was distributed to all high schools and post-secondary institutions. Also, a booklet for prospective students, "which promises to be a more readable introduction to the University Calendar," was now available, noted the Task Force. Also, the University had designated Mr. D. Burns, Assistant Registrar and Secretary of the Colleges Committee of General Faculties Council, as a "contact person" for relations with the colleges and other post-secondary institutions. "But, frankly," said the Task Force, "a question remains whether the assistant registrar, with many other duties, has the resources to adequately perform this function."[110] The Task Force said that "it does not appear that the situation in this regard has materially changed from past practices."[111] The Task Force elaborated:

> The Colleges Committee of General Faculties Council wants to meet with other colleges and institutes, but the Committee evidently lacks administrative resources to do its job. In our visits to the Colleges and Institutes last year, Mr. Burns was universally praised for his work on behalf of the Colleges Committee. But as the Colleges Committee Chairman has repeatedly said, "with all the goodwill in the world, we simply cannot handle the demands made on us". . . We wish to repeat several sentences from our May 25 Report:
>
> > "At the University, who speaks for the institution as a whole in relation to the colleges? . . . Who at the University is responsible for nurturing and developing relations with the Colleges? Who has been given the mandate and authority to do so? It appears that most of these questions have remained largely unanswered or not satisfactorily answered for some years.

> . . . these comments seem as true now as then and have since been completely corroborated by the Chairman of this University's College Committee. Given the particular problematic nature of our relations with other post-secondary institutions, we wish to reiterate our hope expressed last year that the General Faculties Council will move to establish a workable and administrative mechanism for dealing with the colleges and institutes in this Province. We will await their debate on this particular point with considerable interest.[112]

The Senate Task Force had also met with a representative of the Department of Advanced Education, Dr. Fast in June. Fast had indicated that he intended to call all post-secondary institutions together soon "to begin discussions about a new system of transfer arrangements."[113] "We applaud the fact that an organized effort is now being made to solve this aggravating problem,"[114] said the Task Force. At the same time it drew attention to its earlier recommendations regarding the appropriate source of initiatives for the design of new transferability arrangements:

> . . . as our recommendation of last May indicated, we had hoped that the initiative for describing a new transfer system would come from the post-secondary institutions themselves. It appears now to have come from the Department of Advanced Education. The institutions, in the form of the Universities Coordinating Council, or other manifestations, were evidently not capable of dealing with coordination. Hopefully, this will not become Government direction. In expressing our conviction to Dr. Fast that leadership was needed in this area, we reiterated our hope that the institutions would retain the initiative even under Government supervision. In a letter to Mr. MacNeil, Dr. Fast has assured us that, in the present round of meetings, "the institutions themselves will have major input in establishing these conditions, will be present when such decisions are reached, and will in fact be asked to ratify any decisions made."[115]

The Senate Meeting in Red Deer

The meeting of the entire Senate at Red Deer College on November 22 and 23, 1973, was another example of this body's continuing investigation of the transfer issue and its efforts to keep the attention of various groups focussed upon it. The Senate held both an open public forum and a formal session in which it heard written briefs. The announcement of the meeting said, in part:

> President Wyman, Registrar A. D. Cairns, Dean E. J. Chambers of the Faculty of Business Administration and Commerce, Dean R. G. Baldwin of the Faculty of Arts, and public members of the Senate will be available to participate in the discussions.
>
> . . . the following day, Friday, November 23, . . . will focus on the transfer of credit and advanced standing among post-secondary institutions in Alberta.[116]

On the matter of transferability, the Senate received written submissions from the Students' Association of Red Deer College, the administration of Red Deer College through the office of Dr. G. Kelly, Director of Academic Programmes, and the Colleges Committee of General Faculties Council at The University of Alberta.

The Students' Association brief identified two main problems in the College's relationship with universities. There were: university admission and advanced standing for non-matriculated college students and the quantity of advanced credit which might be allowed any college student upon transfer to a university. The students contended that colleges had "tended to adopt fair and flexible entrance requirements while the universities have maintained fairly rigid policies in this regard."[117] However, agreed the students, "it has been shown over the years that students who have not met the conventional entrance requirements have coped with and succeeded in all types of programs."[118] According to the students, the situation where "a person cannot receive credit for these courses from the University of Alberta until he or she has completed their matriculation,"[119] should no longer exist. The students proposed this solution:

> The University of Alberta should have an obligation to accept courses recognized as transfer courses as certified by the sending institution. Mature students and others who enter College under special circumstances should not be expected to complete their matriculation or have it re-evaluated, after already completing more advanced courses; the opinion of the sending institution should be respected.[120]

A second major problem and its solution was expressed this way by the Students' Association:

> Many students have a desire to receive from Red Deer more than the ten courses The University of Alberta will accept for credit. This once again questions the creditability /sic/ of the College. In an institution whose courses and instructors are so carefully screened by The University of Alberta it seems ridiculous and is equivalent to the Dean of_________________limiting the number of courses a student can receive in a single building on the University campus.
>
> The University of Alberta should reconsider its position and accept any number of courses that are recognized as university transfer courses.[121]

In the students' view, the persistence of these main problems affected "the security or in reality the lack of it felt by College students" and, under existing articulation arrangements, "the colleges are being left out."[122]

The "Red Deer College Position Paper," presented by Dr. G. O. Kelly, an administrator at the College, was similar to the students' brief in the particular problems identified. However, the administrative problems internal to college operation and concerning college-university consultation were given more attention. Basically, the college complained of the "inordinate amount of college resources which must be expended to effect transfer procedures."[123] The college considered these procedures not only excessively time consuming but also extremely complicated and confusing:

> Firstly, the College must obtain permission from a University faculty, or usually one of many departments within a faculty, to offer a particular course at the College. Secondly, it is also necessary to gain approval from respective departments at the University for each faculty member who is teaching the course. This is an annual occurrence and is extremely time consuming for numerous persons at each institution.
>
> Even if these procedures have been overcome the College student is still faced with the third stage; that of gaining admittance to the University. The University of Alberta procedures are such that it makes it difficult for a College student to have a clear understanding of what is required. Furthermore, the University insists on another evaluation of the student's high school background to determine admissibility. In effect the student must undergo a form of double admittance to post-secondary education. The insecurity of the student's position is compounded by the fourth stage which involves a judgement on the part of the University as to the student's advanced standing - the number of courses taken at the College for which a student will receive credit.
>
> All of these stages take place within a framework in which neither the student nor the College is completely aware of the exact procedures followed nor the criteria used by persons within departments, faculties and the Registrar's office at the University.[124]

The remainder of the administration's brief outlined what the college administration thought was the specific cause of problems at each of the four phases. As well, it provided recommendations for their alleviation.

The college administration suggested that problems regarding the course approval system arose because it was "assumed by many segments of the University of Alberta that the College exists only to serve as a branch of the University, that it offers University of Alberta courses and therefore should be subject to University of Alberta scrutiny."[125] The College considered this a false assumption especially "when there is little likelihood of finding different sections of the same course at that university which are equivalents."[126] Besides, the argument continued, "the expectation that we would simply mirror University of Alberta offerings has severe limitations for curriculum development. . . ."[127] The following recommendation by the college was supposed to solve this problem:

> We wish it to be recognized that Red Deer College does not offer University of Alberta courses. Instead the College offers courses with approximately the same content as the University of Saskatchewan, University of Lethbridge, Simon Fraser University, University of British Columbia, and to other universities to the east and south. Certainly our instructors should seek to establish professional relationships with counterparts at the University of Alberta and other universities to share viewpoints regarding course content. However, the true yardstick lies not in the individual instructor's qualifications nor the specific course content, but in what the students who have completed the course know and how they perform in subsequent courses. Do our students perform as well as the University of Alberta's students in second and third year? University records show that they do, in spite of repeated objections we have received about individuals teaching some of our courses.[128]

The necessity for university approval of college instructors for transfer courses was considered a related difficulty for the College. This was not only because the system "implies a lack of confidence by the University in the College's ability to select staff" but also because it tended to rely "solely on paper qualifications while other qualities of the instructor are not considered."[129] The College administrator explained:

> . . . the practice of instructor approval overlooks the fact that the College has different problems and operates in a different

> environment than the University. For instance, our faculty have to be versatile. Sometimes a subject area has an insufficient enrolment to justify hiring one specialist: it may be necessary to hire a person who teaches physics who can also teach introductory calculus. . . . While a faculty member must have the expertise to teach a second year university course he must also have the ability and interest to teach high school equivalency courses, remedial courses and adult evening courses. The staffing policies of a community college must respond to many needs, only one of which is university transfer.[130]

The administration of the College pointed also to the fact that there was disagreement within the University itself on the need for approval:

> For example, the Faculty of Commerce has repeatedly stated that we should have the authority to do our own hiring, while persons within the Faculty of Arts (notably the Department of English) have consistently criticized, questioned and attempted to influence our hiring. These inconsistencies on the part of the University require the College to be aware of multiple sets of ground rules which are extremely difficult to work with.[131]

In response to this problem, it was the College's recommendation that "the necessity for approval of our instructors for each transfer course is an anachronism which should be discontinued."[132] In its place, the college recommended "an advisory system" whereby the college would seek advice concerning qualifications from the appropriate university department. However, the college considered that "the logical position would be for colleges to be completely independent in regards to assessing faculty qualifications and be judged only on student performance at the receiving institution."[133] The College recognized that "follow-up research would be required to provide information for this assessment."[134]

The administration's discussion of the "admissions problem" was very similar to that of the Students' Association. The administration proposed that "procedures should be developed whereby admission rulings of Red Deer College should be honoured by the receiving university."[135] This should include the situation where the College "rules that an applicant is admissible [to a college program] and decides to waive a matriculation deficiency in view of work experience or age. . . ."[136] said the administration. Further, argued the College, "universities should make known to colleges their explicit procedures (including contact persons) for processing applications from college students."[137] In justifying this proposal, the College drew attention to the question which the Senate considered so crucial to any resolution of the transfer issue:

> Who speaks for the University?. . . To avoid inconsistencies between departments and faculties within the university it would be preferable to have one office or body which has final authority to speak for the university with regards to transfer. The existing Colleges Committee of General Faculties Council attempts to perform this function but its relationship with other segments of the University appears to be nebulous.[138]

Regarding the question of advanced credit, the College recognized that this involved the need to equate course content and to check on pre-requisites. However, in place of "the awkward procedure of re-admissions and re-evaluations" the College favored a system-wide mechanism which would "allow the sending institutions to arrange for the transfer of students from college to university." The type of mechanism recommended was this:

> A province-wide Articulation Council should be established which will have as one of its functions the annual publication of a booklet equating courses from institution to institution, similar to the one published by Simon Fraser University with respect to the B. C. Colleges.[139]

Concluding its brief, the College proposed that the Senate might establish a committee representative of universities and colleges to study the recommendations it presented. The College suggested further that representatives "shall have decision-making authority vested in them by their respective institutions" and that " a satisfactory agreement pertaining to transfer should be [reached] no later than March 31st, 1974."[140] Clearly, Red Deer College thought there was a degree of urgency about solving outstanding problems and it suggested why a resolution of issues should be important to universities and colleges alike:

> The College recognizes that government legislation is to be proposed which will alleviate these inadequacies. The College however, contends that such intervention is undesirable and unnecessary if satisfactory arrangements can be made at an inter-institutional level.[141]

In its opening statement of "basic principles", the Colleges Committee at the University of Alberta favored an overall approach to the problems of transferability which was similar to that of Red Deer College and to the one advanced by the Senate Task Force in May, 1973. "The resolution of conflict problems related to transfer and articulation can best be achieved through reasonable discussion by reasonable people from the institutions concerned,"[142] said the Committee. In addition, said the Committee, "An articulation mechanism is necessary to provide a forum for the resolution of transfer and articulation problems while at the same time preserve the autonomy of individual post-secondary educational institutions."[143] Three other principles were advanced by the Committee:

(1) The quintessential point of concern with respect to the whole subject of transfer and articulation is the student.

(2) It should be possible for students who wish to make vocational changes to do so with a minimum of educational interruption.

(3) It should be possible for a student to attain a given post-secondary educational end through a variety of ways and means.[144]

On the basis of its principles, the Committee recommended that "the post-secondary institutions of Alberta move at once toward the creation of an Articulation Council as outlined in the Mowat Report of 1971."[145] The Committee said it considered the changes in the membership of such a council which would be required by the demise of the Commissions were "but minor details which do not detract in any substantive way from the major recommendations of the [Mowat] Report."[146] The Committee said it was convinced that the mechanism of an Articulation Council "would enable representatives of the post-secondary institutions and agencies of Alberta to meet as a community to resolve articulation and transfer problems ranging from system to department level."[147] That the Senate was similarly convinced is evidenced by the resolution adopted at the close of the meeting in Red Deer and communicated directly to Dr. Fast in the Department of Advanced Education:

> Resolved that the Executive of the Senate, after taking into consideration the representations and discussions of this meeting concerning the transferability problem, take steps to encourage the immediate creation of an Articulation Council within the spirit of the Mowat Report.[148]

WHO SPEAKS FOR WHOM ON TRANSFERABILITY?

In its submission to the Senate on November 23, the Colleges Committee was careful to point out that the contents of its brief, "represent the views of the members of the Colleges Committee and are not necessarily the views of General Faculties Council."[149] This qualification in the Committee's submission was another illustration of the crucial importance of the question "who speaks for the university on transfer?" In a similar way, a series of negotiations between The University of Alberta and Grande Prairie College - negotiations which were unresolved at the time of the Red Deer meeting - illustrate this same crucial point. However, one of the negotiation meetings shows that the question of "who speaks for the colleges on transfer?" was, perhaps, an equally troublesome one. The meeting also suggests that the Colleges Committee had become as unhappy with its inability to represent the university on matters of transferability as had Red Deer College, Grande Prairie College and the Senate.

The meeting referred to took place November 9, 1973, and involved the Colleges Committee and representatives of Grande Prairie College, including its president, Henry Anderson. In general, the meeting concerned the request of Grande Prairie for modifications in affiliation arrangements though no formal affiliation agreement had been in existence since 1971. Anderson indicated how the College viewed this situation as it had developed:

> We had a five year affiliation which expired in 1971 presumably. About that time, at other levels, there were other Committees

> trying to formalize in some sensible way what an affiliation document was. . . . It eventually went to the University's solicitors who put it in the form of a contract. They said this is an affiliation agreement - sign on this point. About this time the new legislation to replace the public junior colleges took place. It created a Colleges Commission which was an intermediary with the Colleges and the University. After new legislation there simply could not by law be any lateral or bilateral regulations. We object to the document. There really has not been any attempt to consult with the colleges. The document is not legal. It said the college would be bound by all regulations established by the University. If that is in fact what the affiliation document is, we have it and will honour it.[150]

However, explained Anderson, getting modifications to the affiliation arrangements had usually been difficult and prolonged:

> We have attempted with some consistency since 1968 to get. . . the modification of the affiliation agreement with no success. First of all we would like to operate an evening credit program using our own approved first year curriculum in centres outside of Grande Prairie. The ruling of the Evening Credit and Summer Session Committee of General Faculties Council was that the college was confined to its own campus. If it wanted to offer courses outside, that was the domain of the University of Alberta. We could not get an interpretation on that. Secondly, we would like to offer summer school - that was accepted. But as far as offerings beyond the first year, there has been no approval for us to do that. We do not intend to offer a second year program but would like to offer limited and specific courses for approval. That request has been made on a number of occasions and every case denied.[151]

Anderson conceded that some progress had been made though arrangements were informal:

> We . . . proceeded on an action-reaction approach . . . because the need has been so compelling . . . in the northern area to do something . . . . we established an arrangement (ad hoc) that was ultimately approved . . . . we would offer courses outside of Grande Prairie. The arrangements . . . initially were fine. The students were registered by the University of Alberta, paid their fees to the University of Alberta, the instructor involved was appointed to the staff of the evening credit program of the University but in all respects the total resources with the exception of the 18 or 20 books and all of the administration was provided by the college. The college was subsidizing university study in northern Alberta.[152]

But such ad hoc arrangements were open to question, said Anderson, and when this occurred, the College began to wonder whether it should feel bound by a non-existent affiliation agreement:

> First of all it was the opinion of several high placed people of the university administration that there was a serious erosion of quality to do this sort of thing. We denied that and we deny it today. We find there is really no difference whether we do it from Grande Prairie with people who live there or whether they operate under the University umbrella. Nothing has happened to change the person who gives the course. Eventually we challenged the right of the university because we could not find anything in writing or in common sense that should not allow us at least to make a judgement on educational need to provide courses in the service area of the college. On October 8, 1971 . . . this Committee took the question as to whether the college could offer courses outside Grande Prairie. I have never heard what happened to their decision. I am assuming it was never challenged because a student transferred without any difficulty. However, no policy has been established, so in response to. . . a modification [request] we have been told in a variety of ways that [the University] cannot deal with the question of the extension of courses.[153]

Anderson suggested that a failure to resolve problems of this kind could have consequences for universities and colleges that each would regard as unfavorable:

> Nothing is gained by pointing fingers or affixing blame . . . . It has happened and I'd like to see if we can break out of [this] because if we do not, the decisions are not going to be made here. We are going to have to live with somebody else's rules and that I think would be most unfortunate. I have held out against my colleagues on the principle of having a personal arrangement by which the sending institution declares the amount of transferability. I do not accept that and I do not think it would work but . . . some kind of sensible Committee . . . can really work out another . . . approach, so that colleges can discover what needs to be done to meet approval, so that they can in fact work towards getting it and also that we have ongoing relationship and can solve problems as they come up, in a sensible way.[154]

Members of the Colleges Committee concurred with Anderson's observations and suggestions but tried to explain the Committee's predicament. For example, Dr. Bryce, the Committee's Chairman, pointed out that:

> . . . with respect to the whole question of transfer and . . . the left hand now knowing what the right hand does, the difficulty of institution-to-institution communication [is that] we have at least three Committees that deal with the questions that you have raised here. One of them is ourselves and we are regarded as peripheral by some organizations. The Admissions Requirements Committee is a much more powerful Committee in terms that, simply, we cannot go beyond what they say. Then there is the Dean's Council, . . . which has an input on these subjects. Then, of course, there are the departments themselves which have a considerable amount of say and also the Executive Committee of GFC which, it seems to me, hear what it wants to hear.[155]

Bryce continued, coming to a conclusion similar to Anderson's:

> I think we have to follow your line of thinking and . . . go beyond this institution. I cannot see how we can resolve this internally. In my mind it covers matters which are really of provincial concern and . . . no internal committee . . . can ever come to grips with these kinds of questions . . . . we have advocated that we move beyond . . . to the type of thing that I hope an Articulation Council might be able to do.[156]

Dr. Barry Moore, also representing Grande Prairie College, emphasized Bryce's point when he observed:

> It seems to me that even though this [Colleges] Committee . . . might want to look at some very large matters of principle, some of the matters are not the responsibility of this Committee nor should they be . . . . community colleges in remote areas are encouraged to offer up to the first two years of university and it's not the responsibility of the universities to say you can or can't have first or second year but its a matter of working out the process . . . . the universities are tampering with the mandate given to the community colleges . . . which is not the responsibility of the universities . . . . what we are trying to develop is how we can work out the mandate given to both of us.[157]

Another member of the Colleges Committee, Dr. Voss, wondered how much help the establishment of an Articulation Council would be in solving the particular problems of Grande Prairie College in getting some second-year university courses approved. "Bear in mind," emphasized Dr. Voss, "that we are trying to persudade G.F.C. for the second time that it is going to have to establish the Articulation Council."[158] Anderson replied:

> It is a great step forward. This [Colleges] Committee dealing with college affairs has not had representation on an ongoing basis with the colleges. Certainly an Articulation Council will get the problem on the table and have it looked at through several perspectives. The first thing that happens is that there is an appreciation of the problem. An Articulation Council can very quickly adjust itself to questions of larger principle.[159]

Professor Rothrock, another member of the Colleges Committee, also was skeptical that attention to "questions of larger principle" would solve Grande Prairie's particular difficulties. Rothrock elaborated:

> . . . I mean if you are approved for second year courses and you move a course off campus . . . you can get nothing but a little criticism and jurisdictional complaint [from the University] It is only because you are only authorized for first year work that you have to keep coming back on each particular thing for anything beyond the 200 level.[160]

Anderson's reply was that the University would not approve second year university courses without approving a second year university program. Grande Prairie's request was a modest and realistic one said Anderson:

> It is unreasonable [for Grande Prairie College] to offer second year work as a program. We are not ready. Is there no position between full first year and full second year? We want to serve part-time people.[161]

In an effort to bring to the fore the specific issue of approval for some courses of the second year, Anderson asked the Committee to support an amendment to the affiliation agreement and present it to General Faculties Council. The effect of the amendment was to empower the

College, "under a yearly renewable arrangement, to offer one or more senior level courses as part of an evening credit or extended day program."[162] Anderson suggested the amendment was urgent and that G.F.C.'s approval could be very important for future developments. Said Anderson:

> The Minister of Advanced Education has made up his mind that there will be a resolution of the transfer issue by December 31st, 1973 . If this proposal is accepted by G.F.C. there is no need for legislation. Then we can get on with . . . the Articulation Council and I think we're on the way.[163]

On the other hand, "if its turned down," suggested Professor Rothrock, "I'm sure the Minister will say that colleges will say what programs they are going to offer with what libraries and with what staff and universities will accept college courses as prerequisites."[164] Anderson said he feared that kind of approach "because it will do nothing for the goodwill of colleges that are trying to maintain standards."[165] As the meeting adjourned, with the Committee agreeing to support Anderson's proposed amendment, Professor Proudfoot, another Committee member, wryly observed:

> If I were sitting across the river looking at higher education and the [U. of A.] G.F.C. was prepared to throw out a recommendation from people of Grande Prairie who have taught our U. of A. courses . . . I'd think I'd say to hell with that, I'm going to make the decisions.[166]

THE "CO-ORDINATION POLICY": HOPES AND FEARS CONFIRMED

In the midst of discussions at the University of Alberta regarding the request of Grande Prairie College and against the background of the Senate meeting in Red Deer and its own position paper of September 11, the Department of Advanced Education released its "Coordination Policy." Available to all institutions of post-secondary-education in late November, 1973, the "Coordination Policy" proposed specific measures for effecting system-wide transferbaility of credit. As well, this policy document said that a type of Articulation Council would be established and would be representative of all institutions of post-secondary education, not just colleges and universities. These proposals confirmed such hopes and fears as had been expressed by Dr. H. Anderson and Dr. Bryce in early November. The document stated unequivocally that "the creation of a single coordination agency for all adult education, in the form of the Department of Advanced Education, has provided the vehicle by which the transferability issue might be resolved."[167] Thus, what most interest groups had sought to prevent - the Senate by continued study and pointed recommendations, the colleges by bargaining and bilateral negotiation, the universities by cautious consideration, even stalling, on departmental initiatives - finally transpired. If the "Coordination Policy" was to be implemented as outlined, institutions of post-secondary education could expect that the Department of Advanced Education would play a significant, perhaps the dominant, role in any effort to coordinate post-secondary education. Further, if the transferability policies were implemented as proposed in the document, colleges and universities could expect that the Department would act immediately, and perhaps unilaterally, to settle the transfer issue. Chapter four examines the transferability proposals of the Department and their significance for the resolution of the issue eventually achieved in 1974.

FOOTNOTES TO CHAPTER 3

[1] Alberta Advanced Education. "Toward the Development of Provincial Policy for Transferability," September 11, 1973, p. 6.

[2] Universities Coordinating Council. "Excerpt from the minutes of the meeting of the Coordinating Council on June 27, 1972," p. 8.

[3] R. A. Bosetti, Post-Secondary Non-University Education, Master Plan Number One. Alberta Colleges Commission, September, 1972, p. 106. In 1972, Mr. Bosetti was Director of Planning and Research for the Colleges Commission.

[4] Universities Coordinating Council, op.cit., p. 1.

[5] Ibid, p. 2.

[6] Ibid.

[7] Ibid.

[8] Ibid, p. 3.

[9] Ibid.

[10] Ibid.

[11] Ibid, p. 4.

[12] Ibid.

[13] Ibid.

[14] Ibid.

[15] Ibid, p. 5.

[16] Ibid, p. 6.

[17] Ibid.

[18] Ibid. It should be noted that this decision brought the admissions regulations at The University of Alberta into line with those already existent at The University of Calgary and The University of Lethbridge.

[19] Universities Coordinating Council, op.cit., p. 6.

[20] Ibid, p. 7.

[21] Ibid.

[22] W. H. Worth. A Choice of Futures. Report of the Commission on Educational Planning. (Edmonton: Queen's Printer, 1972), p. 304.

[23] Commission on Educational Planning, op.cit., p.131.

[24] C.E.P., p. 139.

[25] C.E.P., p. 141.

[26] C.E.P., p. 141-142.

[27] C.E.P., p. 142. The reader will recognize that the "trial proposal" of the Alberta Colleges Commission was, in essence, the first of these three proposals by the Commission on Educational Planning.

[28] C.E.P., op.cit., p. 142.

[29] Ibid.

[30] Ibid.

[31] The Calgary Herald, 1 August, 1972.

[32] Ibid.

[33] C.E.P., op.cit., p. 131.

[34] The Albertan, 16 September, 1972.

[35] Now. New Directions for Alberta in the Seventies. The Platform of the Alberta Progressive Conservative Party and Its Candidates. 1971. The document is unpaginated. The quotation is point 11 (eleven) from Part III, Government as a Service to People, Section A, Education, Subsection 2, After High School - Alberta's Universities, Colleges and Technical Institutes.

[36] Now, op.cit., point 17 (seventeen). Emphasis in the Original.

[37] The Edmonton Journal, 3 August, 1972.

[38] The Albertan, 16 September, 1972.

[39] Now., op.cit., point 5 (five), III, A, 2.

[40] Ibid., point 19 (nineteen).

[41] Ibid., point 14 (fourteen). Emphasis in the original. In 1971, during the Spring Session of the Alberta Legislature, Robert Dowling, a Progressive Conservative M.L.A. and opposition member, presented a private member's bill concerning the provincial agricultural and vocational colleges. Bill 143 - An Act to Amend the Colleges Act - proposed that these institutes be transferred from the jurisdiction of the Department of Agriculture to the Colleges Commission. The bill did not pass.

[42] C.E.P., op.cit., p. 136-37.

[43] Ibid., p. 137.

[44] The Calgary Herald, 25 September, 1972.

[45] Ibid.

[46] Ibid.

[47] The University of Calgary. Inter-office Memorandum. Dr. T. A. Oliver, Chairman, Committee on Colleges to Dr. W. F. M. Stewart, Academic Secretary and Registrar, 12 September, 1972, p. 1.

[48] Ibid.

[49] Ibid.

[50] Ibid., p. 2.

[51] Ibid.

[52] Ibid.

[53] Ibid.

[54] The University of Alberta. Executive Committee, General Faculties Council, 11 September, 1972, Minute 216.

[55] Ibid., 6 November, 1972, Minute 251.

[56] Ibid. The qualification was the addition to point 4 (four) of the Kolesar-Fast proposals of the phrase "in the sense that the obligation normally is accepted among Alberta Universities." In its original form, point 4 (four) read: "The receiving institution upon the recommendation of the sending institution has the obligation to accept the transferring student with credit for work successfully completed at the sending institution."

[57] The University of Alberta Colleges Committee. "Affiliation Between Colleges and The University of Alberta." Background Information Pertinent to Discussions Concerning College Transfer Courses. April, 1973, p. 5.

[58] Ibid.

[59] Ibid.

[60] Ibid.

[61] The Albertan, 18 September, 1972.

[62] Ibid.

[63] Ibid.

[64] Ibid.

[65] In an interview with W. E. Beckel, President of the University of Lethbridge, the writer learned that the Kolesar-Fast proposals were "largely unacceptable to this university." Interview with W. E. Beckel, 10 February 1976.

[66] Department of Advanced Education. "Reorganization of the Department of Advanced Education." Approved by Cabinet, January 30, 1973.

[67] Ibid., p. 1. The reorganization was a controversy of some importance in its own right raising a host of new issues in post-secondary education. A detailed concern with the structure of the Department prior to January 30, 1973, the variety of reactions that the revised structure drew and the institutional adjustments which the plan prompted are interesting but beyond the scope of this study. We are concerned here with those aspects of the reorganization which were of specific importance to the issue of transferability. Please see Appendices F, G, H and I for details of the structural changes in the Department of Advanced Education during 1971 to 1974.

[68] Department of Advanced Education. "Reorganization of the Department of Advanced Education," op.cit., p. 3.

[69] Ibid.

[70] The review did not formally begin until later when, on November 4, 1973, Mr. R. D. Karoles was appointed Director of Legislative Services in the Administrative Services Division of the Department of Advanced Education.

[71] Department of Advanced Education, op.cit., p. 3.

[72] Ibid, p. 9.

[73] Ibid.

[74] The reassignments of personnel from the Commissions was completed by September, 1973. The main Divisions (Program Services, Administrative Services, and Special Services) were established first, each of these being headed by an Assistant Deputy Minister. The Service Directorates (e.g. Director, College Program Services), immediately subordinate to the Assistant Deputy Ministers, were staffed during April to September, 1973. There is one exception to this, perhaps significant to the issue examined here. The position of Director, Degree Program Services, was still unfilled as of June 30, 1973, and remained so until February, 1975.

[75] The appointments of Dr. Kolesar and Dr. Fast became effective April 1, 1973.

[76] Though Master Plan Number One was not released until September, 1972,

there is little doubt that the Kolesar-Fast proposals of June, 1972, were based directly upon its recommendations on transferability. See Appendix J , which is an excerpt from Master Plan Number One.

[77] Like the reorganizations of the Department of Advanced Education, the Draft Adult Education Act became a considerable controversy in its own right. Opposition to the proposed act was the major reason for its subsequent withdrawal by a new Minister of Advanced Education, A. E. Hohol, in January, 1976.

[78] See Appendix K for the details of this proposal.

[79] Department of Advanced Education, op.cit., p. 8.

[80] Alberta. The Colleges Amendment Act, 1973, Second Session, 17th Legislature, 21 Elizabeth II, p. 3.

[81] Alberta. The Department of Advanced Education Act, 1973. (Assented to May 10, 1973). (Edmonton: Queen's Printer, 1973), p. 1.

[82] "Report of the University of Alberta Senate Task Force on University Entrance Requirements." Submitted to the Senate of the University of Alberta May, 1973, p. 19. The Task Force was established in April, 1972, under the chairmanship of Harold A. MacNeil, Superintendent of the Edmonton Separate School District. Other members of the Task Force included: Lois N. Campbell, (Vice-Chairman), a Trustee of the Edmonton Public School Board; Dr. Russell Pendergast, Associate Professor of Economics and Dr. Stewart Woods, Professor of Physics, both from The University of Alberta; Franz Szabo, a student representative from the University of Alberta; Dr. J. E. Reid, Director of Research and Development, Department of Education; H. L. Spelliscy, General Manager, Hudson's Bay Company (Edmonton) and William Thorsell, Executive Officer of the Senate.

[83] "Report of the University of Alberta Senate Task Force," op.cit., p. 1.

[84] Ibid., p. 17.

[85] Ibid., p. 18.

[86] Ibid, pp. 17-18.

[87] Ibid.

[88] Ibid., p. 19. Though no specific evidence was cited, the Task Force said there were "indications" that "students who transfer to the University through these [informal] arrangements do as well, if not better, than regularily admitted. . . students" (p. 19).

[89] "Report of the University of Alberta Senate Task Force," op.cit., p. 19.

[90] Ibid.

[91] Ibid.

[92] Ibid, p. 20

[93] Ibid.

[94] Ibid, pp. 20 - 21.

[95] Ibid, p. 20

[96] Alberta Legislative Assembly. Alberta Hansard. 17th Legislative Assembly, Second Session, Volume 2, Number 37, 1973, p.1791. These statements were made April 5, 1973.

[97] "Report of the University of Alberta Senate Task Force," op.cit., p. 21.

[98] Ibid, pp. 21 - 22

[99] "Toward the Development of Provincial Policy for Transferability," September 11, 1973, p. 2. The position paper quotes the Senate Task Force directly here (p.18).

[100] "Toward the Development of Provincial Policy for Transferability," op.cit., p. 2.

[101] Report of the Task Force on Manpower Training and Retraining, 1973, p. 3. This task force was appointed by the cabinet shortly after the election in 1971. It was chaired by Mr. Calvin Lee, a Calgary M.L.A. (Progressive Conservative) and vocational counsellor at the Southern Alberta Institute of Technology, Lee reported to the Cabinet Committee on Education.

[102] "Toward the Development of Provincial Policy for Transferability," op.cit., p. 2.

[103] Ibid.

[104] Ibid., p. 4.

[105] Ibid., p. 7.

[106] Ibid., p. 8.

[107] Ibid., p. 9.

[108] Ibid., p. 5.

[109] Correspondence. H. A. MacNeil to The Honourable James Foster, October 10th, 1973.

[110] " Second Report of the Task Force on University Entrance Requirements," September 28, 1973, p. 2.

[111] Ibid.

[112] Ibid.

[113] Ibid., p. 3.

[114] Ibid.

[115] Ibid.

[116] Letter of invitation to the meeting of the Senate by L. A. Desrochers, Chancellor and Chairman of the Senate. Dr. Walter Worth was invited to attend the Senate's meeting but was unable to attend. In his place, Reno Bosetti attended. The Minister of Advanced Education also attended the Senate meeting in Red Deer.

[117] "Transferability Report." Presented by the Students' Association of the Red Deer College. 23 November, 1973 , p. 2.

[118] Ibid.

[119] Ibid., p. 1.

[120] Ibid., pp. 1 - 2.

[121] Ibid., pp. 2 - 3.

[122] Ibid., p. 3.

[123] "Red Deer College Position Paper." Presented to the University of Alberta Senate, November 23, 1973, p. 1.

[124] Ibid., pp. 1 - 2.

[125] Ibid., p. 2.

[126] Ibid., p. 3.

[127] Ibid.

[128] Ibid.

[129] Ibid., p. 4.

[130] Ibid., p. 4.

[131] Ibid., p. 6.

[132] Ibid., p. 4.

[133] Ibid.

[134] Ibid.

[135] Ibid., p. 5.

[136] Ibid.

[137] Ibid.

[138] Ibid., p. 6.

[139] Ibid.

[140] Ibid., p. 8.

[141] Ibid.

[142] "Transfer and Articulation Arrangements in Alberta." A Submission to the University of Alberta Senate by the Colleges Committee of General Faculties Council at the University of Alberta, November 23, 1973, p. 1.

[143] Ibid.

[144] Ibid.

[145] Ibid., p. 2.

[146] Ibid.

[147] Ibid.

[148] Correspondence. William Thorsell, Executive Officer of the Senate to Dr. Ray Fast, Assistant Deputy Minister of Advanced Education, 26 November, 1973.

[149] "Transfer and Articulation Arrangements in Alberta." op.cit., p. 1.

[150] "Transcript of a Meeting of the Colleges Committee of the University of Alberta and Representatives of Grande Prairie College. Re: Affiliation Agreement." November 9, 1973, p. 1.

[151] Ibid., pp. 1 - 2.

[152] Ibid., p. 2.

[153] Ibid., pp. 2 - 3.

[154] Ibid., p. 4. (Emphasis is the writer's).

[155] Ibid., pp. 4 - 5.

[156] Ibid., p. 5.

[157] Ibid., p. 9.

[158] Ibid., p. 6.

[159] Ibid.

[160] Ibid., p. 10.

[161] Ibid.

[162] Ibid., p. 14. In fact, this proposal had come before General Faculties Council in a variety of ways since 1968. But, as Mr. Doug Burns informed the meeting "we didn't get very far with that with G.F.C." (p.10).

[163] "Transcript," op.cit., p. 16.

[164] Ibid.

[165] Ibid.

[166] Ibid., p. 15.

[167] "Department of Advanced Education Coordination Policy," Transferability Policies and Guidelines Section, p. 2. The document has no date but it was released in late November, 1973.

Chapter 4

THE SEARCH FOR A RESOLUTION OF THE ISSUE

INTRODUCTION

A major aspect of the Coordination Policy was the stated intention of the Department of Advanced Education to "improve" articulation throughout post-secondary education. The particular policies that were presented for admissions and transferability in December, 1973, conveyed, primarily, the Department's preference as to how this improved articulation should be accomplished, especially between public colleges and the universities. However, strictly speaking, "a policy does not become a public policy until it is adopted, implemented and enforced by some governmental institution."[1] The "Coordination Policy" of November, 1973, had been presented to institutions of post-secondary education essentially as a formal proposal. Thus, after December, 1973, it was up to all these institutions to consider the circumstances which might compel the Department to enforce or, indeed, amend the articulation policies it had proposed. For the public colleges the main task was to encourage the adoption of the policies largely as they had been proposed by the Department. For the three major universities, the main task was to prevent their adoption or, failing that, to encourage their amendment. This chapter shows that the three universities were more successful in accomplishing their main task than were the colleges - but not without certain compromises.

THE TRANSFERABILITY PROPOSALS OF THE COORDINATION POLICY

The following general policies on admissions and transferability were proposed by the Department of Advanced Education:

> Admission of students to any post-secondary institution should be on the basis of credentials presented, a definition of maturity, or the recommendation of an accredited sending institution.[2]

And:

> Transferability of credit should facilitate student mobility, promote a career ladder concept, and avoid unnecessary repetition of content and duplication of student effort.[3]

From these general policy statements a number of more specific policy guidelines were derived. The following guidelines proved the most controversial:

> The Department of Advanced Education may accredit publicly-supported post-secondary educational institutions to certify entrance standings for admissions purposes.
>
> Students having successfully completed an approved certificate, diploma, or one or more years of an approved transfer program shall, on the recommendation of the sending institution, be admitted to post-secondary institutions.
>
> Advance standing for students enrolled in other programs shall be by mutual agreement between sending and receiving institutions. . . .
>
> Advance standing shall be on the basis of general equivalence of programs rather than on a course-by-course evaluation of student records. However, where there is a substantial similarity between courses, advance standing may be on a course basis.
>
> A continuing mechanism in the form of an Articulation Council will be created for the purpose of policy implementation, evaluation and review. . . . Memberships will include one representative from each of the four universities, two representatives from the public and regional college system, and two representatives from the technical institutes and Alberta Vocational Centres. A chairman shall be appointed by the Minister.
>
> The Articulation Council shall review admission policies with a view to encouraging the development of consistent. . . policies . . .

> relative to the nature and content of programs. It shall advise appropriate authorities thereon. . . . The Articulation Council shall review and advise upon the development of new transfer programs. . . shall recommend appropriate studies to evaluate the effectiveness of policies and shall recommend to the Department of Advanced Education such revisions to policies. . . as it deems necessary.
>
> Acting within the provisions of existing legislation, the Articulation Council shall serve as arbitrator in resolving admission and transfer problems between and among institutions. . . . the Department of Advanced Education shall act as final arbitrators where disputes cannot be resolved by institutions or by the Articulation Council.[4]

On the release of these policies and guidelines, Mr. Reno Bosetti was reported as saying he hoped the colleges and universities would give their agreement to the proposals at a meeting on December 19, 1973, which was being called by the Department.[5] As Bosetti expressed it, one of the main intentions of the Department in issuing the policy and guidelines was this:

> It is first hoped to have college-university transfer disputes worked out between those institutions and if this fails, the matter could be handed over to an articulation council. If the matter was still unresolved, it would be submitted to the Minister of Advanced Education for final ruling.[6]

Immediately, the President of the University of Alberta, Dr. Max Wyman, expressed alarm at Bosetti's expression of departmental hopes. Wyman termed as "frightening" the idea that unresolved disputes from an articulation council be submitted to the Minister for final ruling.[7] In a meeting of General Faculties Council on November 26, 1973, Wyman reminded university representatives that the Universities Act gave responsibility for admissions and transferability to departments and faculties and that "unless the Act is changed, the Department of Advanced Education probably hasn't too much to say in the matter."[8] The possibility of legislative change was present, however. In a preamble to the admissions and transferability guidelines, the Department had provided that threat, however veiled:

> The. . . statement of policies and guidelines is intended neither to reflect the content nor the nature and scope of legislative review. However, the extent to which these policies prove to be effective will undoubtedly influence the final outcome of the review.[9]

REACTIONS TO THE DEPARTMENT'S POLICIES

Reaction from the Universities

Contrary to the Department's hopes, the meeting of December 19, 1973, did not produce unanimous agreement regarding its policies. University-based reaction was mixed. Some university representatives were prepared to almost totally reject the proposals, others accepted some features of the proposed policies, still others suggested adaptations in them. The response of Dr. F. A. Campbell, Vice-President (Academic), of The University of Calgary, is illustrative of cautious support at one university. In a letter to Dr. Worth on December 21, 1973, Dr. Campbell presented suggestions which he considered "would make the intent of the policies clearer and ease their implementation."[10] Regarding the policies on admissions and transferability, "the role of the Articulation Council is underplayed when I think it essential to both policies,"[11] said Campbell. Implying that the role of the Department was overplayed in the guidelines, Campbell alternatively suggested that an Articulation Council "determine the details of admission requirements and compile all information respecting admission policies"[12] at post-secondary institutions. Likewise, an Articulation Council could "determine and compile information respecting transfer arrangements within post-secondary institutions."[13] Campbell explained his reasons for these suggested changes:

> I have omitted . . . the ultimate power of the Department of Advanced Education to accredit institutions . . . this is because I feel that all of these arrangements should be initiated by contacting the Articulation Council and if this body fails to reach a satisfactory conclusion, the Department is always the final appeal body and can take the required action. However, . . . to indicate this is the number one method of determining accreditation will, in many people's view, indicate the intent of the Department to take this responsibility initially unto itself.[14]

And further:

> I think the Articulation Council can play a very important role if, . . . in addition to the appeal function indicated in your draft document, it will be able to compile a registry of admission and transfer procedures which will enable institutions to base many transfer and admission judgements on well-documented precedents and enable one solution to a problem to accommodate subsequent matters that arise. If this procedure is not followed, many ad hoc arrangements that are made from time to time will be lost . . . within institutions and ongoing, positive development will be fraught with misunderstandings associated with changes in personnel and personal attitudes.[15]

Campbell concluded his letter by saying that his suggestions could "in no way indicate the institutional position of The University of Calgary" but that his primary concern was that proposals which come forward from the Department "have a high probability of acceptance within the institutions and also that we set the groundwork for ongoing positive developments in these very important areas."[16]

The response of W. E. Beckel, President of The University of Lethbridge, was similar to Campbell's. However, his position was an official institutional position. Said Beckel:

> On . . . "Admissions Policy," before we could accept "the recommendation of an accredited institution" for admission, we would have to know what constituted accreditation, who accredited, and we would have to accept the accreditation.[17]

Further:

> . . . we cannot accept the Department as final arbitrator respecting admissions (or transfer as it occurs later). The universities must decide on admissions. At present, the Universities Coordinating Council only has statutory power respecting admission requirements for first-year students. Beyond that, the universities decide, and must continue to have the authority to do so. . . . if we ever arrive at the situation where politics decide admission or transfer, then we will have. . . a very different system of education than we now have. We believe that pressure will have its effect without adding authority to the pressure points. We want to see the words "arbitrator" and "arbitration" replaced. . . with "negotiator" and "negotiations." We accept that the negotiator may communicate recommendations to the appropriate authorities.[18]

Despite these reservations, Beckel named the University's representative to the Articulation Council, in accord with the Department's request at the meeting of December 19th.

Likewise, Athabasca University soon named it's representative to the proposed Articulation Council. In contrast though, to Campbell and Beckel, Dr. T. C. Byrne, President of Athabasca University, expressed no reservations concerning the Department's articulation proposals. "These procedures will be to the advantage of Athabasca University,"[19] he said.

The reactions of Campbell and Beckel yielded immediate and conciliatory replies from the Department. "I personally see little problem in incorporating your suggested revisions concerning admissions and transfer policy guidelines,"[20] said Bosetti in a letter to Campbell. As well, Bosetti promised that Campbell's suggestions would be "considered" in the Department's "final" proposals. Similarly, Beckel's reservations were largely accepted. Said Bosetti to Beckel:

> Your question concerning accreditation is difficult to answer at this point since we have not developed accreditation criteria. If it becomes necessary for the Department to accredit institutions, then I would envision our developing general criteria in consultation

> with the Articulation Council. However, I feel that present practice probably precludes the necessity to accreditation since some university departments have already been acting upon the recommendations of sending institutions with regard to admissions.[21]

And further:

> I would concur with your suggestions for changing "arbitrate" to "negotiate" or "mediate" since this change would more adequately reflect the intent of our guidelines. I had thought. . . we did not propose to usurp the authority of either the Coordinating Council or General Faculties Council. However, your suggested revision will serve to avoid any future misunderstanding.[22]

The response of the University of Alberta to the articulation proposals was signalled by Dr. Wyman's earlier observations. In some contrast to the reactions from the other three universities, the University of Alberta Board of Governors requested that the Minister of Advanced Education postpone the implementation of the articulation policies. The Board said it did not want to comment on a matter that had yet to be considered by a special meeting of General Faculties Council on January 21st. But the Board had other reasons for seeking a delay:

> . . . in the matter of admissions and the transfer of credits. . . this Board supports the view that problems of transferability should and can be resolved by direct consultation among the institutions concerned.
>
> Therefore, the Board, in response to the request from the Department for comment on its admissions and transferability proposal, wishes to record its reluctance to discuss specifics by means of an exchange of correspondence.
>
> Therefore, the Board asks for a postponement of action in this matter by the Department until a meeting of post-secondary institutions can take place to define, internally, the problems of admissions and transferability, and to seek broad solutions.[23]

In view of its own suggestion and on the assumption that the Minister would agree to postpone Departmental initiative, the Board said it would take "no action at this time to make recommendations for appointments to the Articulation Council."[24]

The result of the special meeting of General Faculties Council on January 21st was that an official response from The University of Alberta would be delayed further. In large part, this was because General Faculties Council (GFC) planned to consider first those proposals on transferability being made to it from within the university community rather than examine the proposals of the Department. Thus, GFC debated the Report of the Task Force on University Entrance Requirements, a report which had been circulating within the university since May, 1973. As well, GFC considered a position paper and proposed regulations regarding admissions and transferability prepared by Dr. Henry Kreisel (Vice-President, Academic) and Dr. Willard Allen (Associate Vice-President, Academic). All the recommendations of the Senate Task Force were adopted by GFC and the Kreisel-Allen position paper was approved, in principle.

The Kreisel-Allen Proposal. Basically this proposal took the position that The University of Alberta should admit "any student who has successfully completed one year or more of work at a recognized Alberta college and is recommended by the college for university admission."[25] But this admission would not guarantee advance credit for work done previously "nor does it preclude the requirement by the University that the student make up deficiencies in background or prerequisites . . . ."[26] As regards advanced credit, Drs. Kreisel and Allen proposed that:

> (1) Students admitted to undergraduate programs at the University of Alberta who have successfully completed relevant work at a recognized Alberta college will, on the recommendation of the college, receive advance credit for courses which (i) are additional to normal matriculation requirements of the faculty,

> (ii) are to serve as recognized general options in the first two years of the student's program, and (iii) are not to be used as prerequisites for further courses.
>
> (2) Courses taken at recognized Alberta colleges may, at the option of the appropriate university officer or body, be accepted for credit on a degree program within the limits of level or number of such courses as laid down in university policies. On submission of a student's college transcript credits will be assigned or withheld by the appropriate university officer or body.
>
> (3) Where recognized Alberta colleges have established "university transfer programs," college courses, may, by prior agreement between the University of Alberta and the college, be accepted. . . wherever they fit the requirements of the program selected by the student.[27]

As an important clarification of these regulations, it was noted that "relevant work" was to be "ultimately decided by the University in cases of dispute."[28]

As well, the position paper favored "the establishment of an Articulation Council, as urged by this university for several years.[29] In particular, Kreisel and Allen thought that such a body would make it possible "to provide a list or tabulation of acceptable equivalences among courses at the first and second year level of post-secondary education."[30] Anticipating "some disagreements" in establishing equivalences, the position paper expressed a view contrary to the Department's: where discussions and consultation fail "the final decision must be in the hands of those who take responsibility for the degree."[31] Finally, in a move that would further frustrate the Department's desire to have its proposals adopted, even if somewhat amended, GFC decided to withhold final approval of the Kreisel-Allen recommendations "until submissions from Faculties and Schools of this University have been considered, and until discussions have been held with other post-secondary institutions regarding the proposed regulations."[32]

Thus, on January 22, the Board of Governors at The University of Alberta, informed the Minister of Advanced Education that, indeed, the matter of admissions and transferability had been discussed by GFC but that "the agenda was not finished, and no date had been set to continue the debate."[33] Also, the Board reminded the Minister of its earlier recommendation that "the problems of admissions and transferability should be resolved by direct consultation among the institutions concerned and the establishment of an Articulation Council."[34] Further, said the Board: "The University of Alberta would be prepared to make arrangements for such a meeting if requested."[35]

The Minister's response to the Board's recommendations and request was prompt and pointed. "I see no purpose being served by further delay,"[36] said Foster. He elaborated:

> During the course of our consultations, which we began in in September, 1973, we provided ample opportunity for face-to-face discussions. The University of Alberta chose to have different representatives at our meetings thus making it difficult to achieve continuity in communications and commitments. At the same time, the representatives were either unable, unwilling, or not authorized to represent the point of view of the University of Alberta. Each individual chose to speak from a personal rather than from an institutional point of view. For this reason, I feel that further meetings of this nature are not likely to bring us anywhere nearer to resolving the transferability problem. Our proposal for an Articulation Council is designed precisely to overcome the communications and consultations difficulties which we have encountered.[37]

And:

> Furthermore, I find your Board's request for postponement unreasonable in view of the fact that our action in proposing an Articulation Council was prompted by the apparent inability of institutions to agree to a solution. It is useful to note that our action in proposing an Articulation Council was urged upon us by the Universities Coordinating Council. In addition, it is my understanding that our proposal has been supported in principle, if not in total, by the Senate Task Force on Admissions. Furthermore, the proposal received strong support during our December 19, 1973, meeting of representatives of all post-secondary institutions.

> To date we have received virtually unanimous support from institutions responding to our invitation to react to our proposals.[38]

And further:

> Surely your Board has not remained unaware of the magnitude and urgency of the problem and of the solutions which have been proposed. From my perspective, I would expect the Board to welcome the opportunity to review our proposals, to offer constructive suggestions for change, and to support the immediate formation of an Articulation Council.[39]

In closing his reply, the Minister registered his disappointment and annoyance with the University's position:

> If I appear impatient at this time, let me reiterate that I am not prepared to be debated to a standstill. We have made every effort to solicit involvement from all institutions, beginning with providing them the opportunity to structure the general framework within which policies would be developed, through to soliciting their response to the policies and guidelines which we have proposed. We have been extremely careful to ensure that we do not. . . usurp Councils, or the Universities Coordinating Council. We have secured significant concessions from the non-university community. But perhaps most important of all, we have proposed, in the form of an Articulation Council a mechanism whereby institutions may themselves resolve any future problems which may arise. Surely, I am not being unreasonable in requesting immediate constructive action on your part. . . . we have gone far beyond the point where. . . an Articulation Council may be postponed to await further study, discussion and debate.[40]

Finally, the Minister requested that his views be conveyed to GFC "in order that immediate action may be taken in nominating a representative from the University of Alberta to serve on the Articulation Council."[41]

Reaction from the Colleges

The concerns of the public colleges to the Department's proposals focussed primarily on the discretion which seemed to be given to universities in deciding how advance standing would actually be awarded to transfer students and what they regarded as under-representation on the Articulation Council.

The reaction of Red Deer College was typical of the views which the other colleges held:

> The College's general reaction to the proposed policies . . . is very favorable. We are grateful that the Department of Advanced Education has at last assumed a coordinating role in this area [but] concerns still exist . . . .
>
> 1. Transfer Policy . . . deals with the transferability of programs as well as of individual courses . . . . If the [college student's] record shows the completion of an approved program then the block transfer should apply, and the receiving institution should not have a choice to apply either a block transfer or a course-by-course transfer. We therefore recommend [that:] 'Advanced standing shall be on the basis of general equivalence of programs rather than on a course-by-course evaluation of student records. In the absence of general program equivalency, advanced standing may be on a course basis where there is substantial similarity between courses.'
>
> 2. We seriously question the proposed make-up of the Articulation Committee [Council]. While we recognize the advantages of a balance between colleges and universities, . . . we feel the Colleges which are mainly concerned with transfer are inadequately represented in the proposed membership. We might add that the University of Alberta, on whose cooperation much of the success of the suggested transferability policies depends, has approved the Mowat report . . . . and that Red Deer College would prefer the Articulation Council to be constituted along the lines proposed in that report.[42]

In reply to the reaction from Red Deer College, R. A. Bosetti said that its suggested change in the advance credit guidelines would "be incorporated into our final revisions."[43] But on the point about the "inadequate representation" of the colleges on the Council, Bosetti disagreed:

> I would have some difficulty in adopting the Mowat Report recommendation concerning council membership if the Articulation Council is to function in an advisory-mediating role as we have proposed. I believe that our use of a balanced membership and an independent chairman will force negotiations and compromise; whereas the use of a larger and more representative council seems more likely to result in discussion, debate and lack of decisive action.[44]

Despite the reluctance of the Department to support a revised membership to the Council, the Alberta Association of College Administration named, by early February, two representatives to it.[46] Was the acceptance by the colleges of this 'under-representation' on the Council, one of the "concessions from the non-university system" that the Minister claimed the Department had obtained? If it was, it seems to have been a conditional one, as these later comments by R. A. Bosetti to the president of the Alberta Association of College Administration suggest:

> I. . . appreciate your noting the president's concerns with regard to representation on the Council . My position. . . is that. . . the number of representatives is less important than is their sincerity and willingness to cooperate. However, if the policies and guidelines are changed significantly, I might wish to reconsider the proposed manner of representation. It may well be that we will be playing an entirely different game. Much will depend upon. . . the universities.[47]

THE PURSUIT OF COMPROMISE

By early February, only The University of Calgary and The University of Alberta had not named representatives to the Articulation Council. In part, this was because the Minister of Advanced Education decided in late January - surprisingly and somewhat reluctantly - to grant the request of The University of Alberta. The Minister agreed to delay final revision of the articulation proposals and the establishment of the Articulation Council if "serious" discussions among post-secondary institutions were held immediately. Accordingly, a meeting of post-secondary institutions was called for February 12, 1974, in Calgary, by the Universities Coordinating Council. As it turned out, this meeting was the first of a series which would go on until May, 1974. Overall, the major purpose of these meetings was to effect a compromise among institutions themselves by devising, in concert, policies on admissions and transferability that all could accept. Though the meetings were convened without Departmental involvement or sponsorship, they were held in the secure knowledge of what Departmental action would follow if the discussions failed. For the universities particularly, it was very urgent that they now, as a group, take demonstrably more productive initiatives with other post-secondary institutions on the transfer question. As Dr. Wyman expressed the promise of the discussions, "if the institutions are satisfied, I think the government will have no further interest in it [the transfer issue] at all."[48]

The First Meeting of Post-Secondary Institutions

The meeting of February 12th was attended by representatives from the four universities, the six public colleges, the two institutes of technology and the Banff Centre.[49] The chief result of the meeting was an agreement among the representatives on an admission policy. The agreement was immediately announced to the Minister of Advanced Education by the Chairman of the Universities Coordinating Council, (and President of The University of Lethbridge), W. E. Beckel. As Beckel expressed it, the agreement was this:

> . . . we have eliminated concern about admissions. This problem centered mainly on admissions to universities, and there was clear consensus. . . that any student from a college or institute would be admissible to a university. . . on the recommendation of the college or institute.[50]

"The major problem, as we all know, is transfer of credit," continued Beckel, reporting to the Minister that "the problem was not resolved either in principle or in detail of implementation."[51] However, "a beginning toward resolution of the problem was made,"[52] said Beckel. He elaborated:

> we were able to examine the recent agreement on awarding of advanced credit between the University of Lethbridge and the Lethbridge Community College. We also examined and debated the proposal of the University of Alberta first as it related to Grande Prairie College, Red Deer College, Grant MacEwan College and the Northern Alberta Institute of Technology, and then it might apply to the post-secondary system. We all agreed to start from what we saw in these two positions and to present them to our institutions for acceptance at least as a beginning toward ultimate resolution of the problem of Transfer of Credit.[54]

The "proposal of The University of Alberta" to which Beckel referred was, of course, the one which had been adopted, in principle, by the General Faculties Council on January 21, 1974. However, Dr. Wyman saw difficulties in wider application of the proposal. In his view, it involved solving the problem of "how many years of advanced standing the universities should accept from colleges when the University of Alberta gives three-year general arts and science degrees, while the same programs at the Universities of Calgary and Lethbridge are four years."[55] An additional complication in the discussions among post-secondary institutions was the independent initiative of The University of Lethbridge and Lethbridge Community College in signing an advance credit agreement between themselves. Rather than equating one course at the Lethbridge College with one at The University of Lethbridge, the agreement specified a procedure which advanced a transferring student a certain distance toward a university degree on an "unspecified credit" basis. This meant, for example, that college students entering the University of Lethbridge with a two-year diploma in Business Administration or Nursing would receive, in addition to clear admission, unspecified credit equivalent to one year in Arts and Science at the University.

Thus, such students would be considered to have completed one quarter of their degree requirements.[56]

It is not surprising, therefore, that following the meeting of February 12, some representatives questioned, as did Dr. Wyman, "whether a single solution can be found for the problem of transfer."[57] This was a large part of the message contained in Beckel's closing comments in his report to the Minister: "we have agreed to meet again in late March with the conviction that we can resolve our problems by the end of April or admit failure."[58]

The Minister's response to Beckel's report from the Universities Coordinating Council was supportive but cautious. Said Foster:

> . . . I am encouraged by your assurance that concerns regarding admissions have indeed been eliminated. I look forward to receiving additional detailed information. . . as to how the agreement on admissions will affect our regional colleges and Alberta Vocational Centres who apparently were not offered the opportunity to participate in your deliberations.[59]

As well, the Minister made a suggestion which, as it turned out, anticipated future developments:

> While I am encouraged by your actions and assurances I am asking the Program Services Division to prepare a final draft of policies and guidelines and to proceed with the formation of a Council on Admissions and Transfer. In so doing, we will have a back-up alternative in the event that your group fails to find an acceptable solution.[60]

In addition, the Minister said that he again would invite The University of Alberta and Calgary to appoint representatives to serve on the Council and would find an independent chairman as the Department had proposed. The Minister's justification for his initiatives was that "we need to keep our alternatives open in order that we do not come up empty-handed at the end of our chase."[61] By early March, The University of Alberta and The University of Calgary had named representatives to the Council on

Admissions and Transfer. Apparently, support for an articulation body - in some important respects like the Department's renamed Council - was being conceded by the universities, as a group.

The Second Meeting of Post-Secondary Institutions

As planned, another meeting of representatives of the universities, public colleges and technical institutes was held in late March and on April 2, 1974, Beckel again reported to James Foster. Beckel explained that the admissions policy endorsed on February 12 applied to "a recognized Alberta college;" that "recognized" meant recognized by the Department of Advanced Education and that "college" referred to any of the public colleges, the university-affiliated private colleges, the institutes of technology and the agricultural and vocational colleges but not the Alberta Vocational Centres.[62] As to the result of discussions regarding transferability which were the focus of this second meeting, Beckel reported that a document "that looked very promising for acceptance by all institutions was hammered out."[63] As Beckel expressed it, the essence of the document was "a blanket acceptance by the universities of first-year credits in some areas, negotiated acceptance of credit in many other areas, all subject to time limits and appeals under the authority of a credit arbitration committee."[64] Beckel explained the idea of the credit arbitration committee as it would apply to the resolution of disputes over transferability:

> That committee would be chosen by the system of Advanced Education Institutions and would represent the system. Its decisions would represent the system. Its decisions would be binding on all parties in any dispute. The make-up of the committee would be identical to the Articulation Council in the draft transferability document of the Department.[65]

Beckel indicated that those present at this second meeting expected some modifications of the document would still be proposed but that by the end of May each institution could be asked to approve the document and agree to sign it. This time, Beckel promised, the proposed agreement would be more widely circulated so as to include the private colleges, the regional colleges and the AVC's. To Foster, Beckel suggested that the agreement might be "historic." "It should make your back-up alternative unnecessary,"[66] he said.

The Result of the Meetings - Success or Failure?

On May 29, Beckel again reported to the Minister saying:

> I am able to report the state of the situation as it exists at the end of May this year and leave it to you, Mr. Minister, as to whether that state is seen as success or not.[67]

The state of the situation as Beckel described it was this:

> Everyone involved agrees that a committee or council should be established in Alberta, to be called the Committee or Council on Admission and Transfer of Credit in Advanced Education (CAT).[68]

Also, Beckel reported general agreement that such a council or committee would deal with matters beyond simply credit arbitration and that its terms of reference should be:

> 1. Acting within the provisions of existing legislation and any delegated authority the committee would resolve admission and transfer problems between and among institutions.
>
> 2. The committee would be the recipient of all existing admission and transfer policies or arrangements between or among institutions and would monitor the effectiveness of these.
>
> 3. The committee would review and advise the Department of Advanced Education or the concerned institution respecting the development of new transfer programs.
>
> 4. The committee would recommend appropriate studies to evaluate the effectiveness of all policies or practices respecting admissions and transfer and would recommend to the Department of Advanced Education or to institutions revisions of policies, guidelines, procedures or practices as it deems necessary.[69]

Further, said Beckel:

> It is the consensus of the Presidents of the institutions involved that the Committee on Admissions and Transfer should be instituted and made operable immediately. A prime task to be undertaken at once is the compilation and monitoring of all existing admission and transfer policies. . . and practices, also the examination and monitoring of the new policies recently agreed to by the universities. . . .[70]

The new policies adopted by the universities "as a system" were essentially those which the University of Alberta had adopted, based upon the Kreisel-Allen proposal of January, 1974. It was Beckel's explanation to Foster that a statement of common principles was needed from the universities collectively because "the process of debate and legislation" on the document resulting from the meeting in March still had not been completed by the individual universities. On the question of admissions, the new policies said that a student's successful completion of "one year or more at a public or private community college, an institute of technology or a regional agricultural or vocational college" was deemed to have satisfied the admission requirements of any faculty or school at a university. For students transferring from post-secondary institutions whose transfer programs were "approved by the Department of Advanced Education," the university would "accept for credit towards a degree in the Faculty of Arts and Science the courses specified by any such institution up to a maximum of five full-year courses or ten half-year or semester courses."[71] In addition, the universities were "ready to negotiate with any post-secondary institution for the transfer of credit of courses at any level towards the degree of any faculty or school" but, in such cases, "the decision of the university is final."[72] Finally, the universities undertook to "honour all extant transfer of credit arrangements."[73]

For those public colleges which were offering first-year university courses already approved by faculties other than Arts and Science, or those which were authorized to offer some second year courses, these new policies implied either a denial of traditional arrangements which had developed under affiliation status or the renegotiation of such arrangements. But the principle adopted by the universities that they must be the final authority in negotiating transfer arrangements beyond the first year seemed to the colleges a somewhat unusual condition upon discussions which were called "negotiations." Further, this principle seemed to suggest that the universities now wished to retreat from arbitration procedures which had been favored in late March and which were still under discussion. The document resulting from the meeting of post-secondary institutions in March had proposed that:

> Any institution in the system, if it sought to have a program of courses or individual courses recognized for credit at a university in addition to those. . . related to "first year" of a bachelor's degree in Arts and Science, is required to negotiate with a specific university or with the system of universities. . . . If the institution seeking credit is not satisfied with the progress of negotiations after three months it may appeal for a decision to the credit arbitration committee whose decision will be binding on both parties.[74]

From the point of view of the colleges, it appeared that the new policies of the universities would reopen old grievances, create new difficulties and produce further delays in establishing system-wide transferability policies satisfactory to all institutions.

The specific complaints of Red Deer College to the University of Alberta in late May, 1974, again suggest how other post-secondary institutions, especially the public colleges, regarded the new developments. In a letter to Dr. Wyman, W. G. Forbes, President of Red Deer College, said that he was "prepared to work within the framework and stipulations of the University of Alberta proposal"[75] but that his willingness was conditional. Said Forbes:

> The period of time over which this commitment holds will depend upon the achievements of the soon-to-be-established Credit Arbitration Committee [Council on Admissions and Transfer] , in that one of the responsibilities of the Committee is expected to be the working towards the development of an Admissions and Transfer Policy that is acceptable to all post-secondary institutions. . . . the sole purpose of the Credit Arbitration Committee is not just that of acting as an arbiter but also acting to develop a uniform articulation policy which is acceptable to all. . . .[76]

Forbes noted that the transferability clauses of the most recently announced university policies were limited to Arts and Science degrees "whereas Red Deer College has approval for courses in Engineering, Pharmacy, Agriculture, Pre-Dentistry and Pre-Medicine."[77] "We expect," said Forbes, "that the University of Alberta will accept for credit, up to a maximum of five full courses or ten half-courses, in these areas."[78] Forbes had another complaint:

> Clauses. . . state that the decision of the University. . . is final - a position that the colleges do not accept. We believe that if the Credit Arbitration Committee is competent to hear and render final decisions on first year courses, then surely the people appointed to this committee will have the competence and discretion to offer the same level of binding judgement at the second year level.[79]

In general, Forbes suggested the document outlining the new policies was deficient because it "does not speak specifically to the rights of the Colleges. . . ."[80]

The implications of the new university policies for further discussions on articulation were evident to all concerned by May, 1974. Indeed, in his letter of May 29, 1974, to the Minister, Beckel said:

> It would be incorrect to say that the policies. . . approved by the universities are as liberal or far reaching as the colleges expected and wanted. They represent significant advances and are the basis for further advances in the future. They establish a position and climate for action by the Committee on Admission and Transfer.[81]

And finally:

> It may be that the situation as outlined here, Mr. Minister, is seen to constitute a failure on the part of the institutions to resolve. . . the problems of admission and transfer. If so, then further action. . . will I presume be initiated by you.[82]

THE ESTABLISHMENT OF THE COUNCIL ON ADMISSIONS AND TRANSFER

The discussions and developments in post-secondary education during January through to June, 1974, could not forestall the "back-up alternative" of the Minister of Advanced Education. In the Minister's judgement, the efforts of post-secondary institutions themselves to achieve an acceptable resolution of the transferability issue had failed, perhaps had been complicated even further. As the Universities of Alberta and Calgary circulated the new admissions and transferability policies to the colleges during May through July of 1974, the public college presidents responded in concert urging the provincial government to pass legislation forcing the universities into "more acceptable student transfer arrangements with the colleges."[83] Finally, in a letter to all post-secondary institutions in August, 1974, the Minister of Advanced Education announced that he wished to act upon the "request" of all post-secondary institutions "by establishing a council effective September 1, 1974."[84] "The policies which have been developed do not fully resolve existing admissions and transfer problems," said the Minister, "nor do they have the full acceptance of all institutions comprising the Alberta system of Advanced Education."[85]

A document outlining how the Council on Admissions and Transfer (CAT) would operate was circulated by the Department of Advanced Education in September, 1974.[86] The terms of reference reveal some changes in the stance of the Department of Advanced Education since December, 1973, even though the Minister had judged that instiutional discussions during the first half of 1974 had failed. One of the most significant changes was that the main initiative for the development and implementation of policies regarding admissions and transfer was shifted from the Department to the Council and, by virtue of their representation on it, to institutions themselves. The document read:

> Since the Council is expected to operate within the framework of existing legislation, its power will be limited to those delegated to it by the institutions concerned. Thus, its success will depend primarily upon the extent to which each institution will agree to delegate its authority concerning admissions and transfers of credit to a council of peers.[87]

Also, on the specific and formerly controversial matter of dispute resolution, the terms of reference made no mention of Department involvement as had been proposed previously. The exercise of arbitration was left entirely with the Council:

> In the event that agreement cannot be reached through mediation, the Council shall upon written request by the parties concerned serve as arbitrator.[88]

And:

> in fulfilling its arbitrating role, the Council shall within 30 days inform the institutions of its decision, and its decision shall be final and binding.[89]

These terms of reference meant, as well, that the universities could not continue to insist on the principle of final authority in negotiating other than first-year transfer arrangements with the public colleges. Likewise, in resolving general questions of articulation with other post-secondary institutions, they would have to forego this exercise of autonomy. Further, while the specific powers of the Council were restricted to those granted to it by individual institutions, the scope of its deliberations and the acceptance of its decision would have to be comprehensive:

> The Council shall review current proposals for admissions and transfers which have been generated by Advanced Education and by institutions and sub-systems for the purpose of identifying those guidelines . . . which shall be adopted as being applicable to all institutions within the system of advanced education.[90]

and:

> The Council shall establish procedures by which admission and transfer policies . . . are granted system-wide approval.[91]

Finally, as the Department had earlier proposed, the Council would be composed of one representative from each of the four universities, two representatives from the public and regional colleges combined, two representatives from the technical institutes and vocational centres and an independent chairman who would be appointed by the Minister. The implications of this membership was obvious: if and when balanced factions (four against four) could not agree, the Chairman would arbitrate. This possibility would encourage representatives to make decisions that all institutions could accept.

EPILOGUE

On December 8, 1974, the Council on Admissions and Transfer met for the first time. Dr. Harold S. Baker, former Dean of Education at The University of Calgary, was its chairman. While the Council "recognized at the outset that the expectations held for it by institutions, government, and the public were such that quick action on a number of issues would be welcomed," it was "even more aware, however, that the complex issues facing it were such as to recommend careful preparation prior to action."[92] The Council's 'preparation for action' included "the exploration of various views and philosophies held by individuals and institutions"[93] and a review of the Council's terms of reference. By February, 1975, the Council unanimously approved revised terms of reference (with only minor changes from those originally proposed in September, 1974) and these were immediately approved by the Minister of Advanced Education.[94] By the Spring of 1975, the Council initiated the first of its "fact-finding or position-fixing studies."[95] These studies absorbed the Council's attention until November, 1976, and were, in essence, a review of developments and proposals on transferability for the period 1971-1974. By November, 1975, the Council moved to what it called "an action stage," presenting to all post-secondary institutions "A Policy for Admission and Transfer of Credit at Alberta Universities based upon Work Completed at Alberta Public Colleges and Provincially Administered Institutions,"[96] which the Council's membership had unanimously approved. By the end of March, 1976, when the Council released its First Annual Report, this policy had been endorsed by all public post-secondary institutions. This endorsation cleared the way for the development of a Provincial Transfer Guide. The publication of this document was realized, finally, in March, 1977.[97] It is important to see how the Council regarded the publication of its first Transfer Guide:

> The Council is aware that the production of a provincial transfer guide will not of itself do more than begin to resolve some of the more difficult problems of admissions

> and transfer. . . . The Council believes, however, that beginning with inter-institutional agreements will place the responsibility for workability where it belongs, on the shoulders of institutions, and at the same time provide a matrix for enlargement throughout the system.[98]

Indeed, it seems that the Council even is optimistic about its approach of beginning with particular inter-institutional agreements and fostering, over time, the wider applicability of those agreements:

> There are real reasons for optimism here. One is the disposition of universities themselves to cooperate with one another: from the University of Calgary, for example, comes a proposal "to coordinate our efforts with other universities in the province to ensure that similar credit is given by all receiving institutions," and from the University of Lethbridge a proposal that "transfer credit for courses beyond the first year in Arts and Science or for professional programs should be initiated through a specific inter-institutional agreement, then extended as widely as possible through the agency of CAT." Another reason for optimism is the existence of precedents whereby one university recognizes the evaluations of another: the University of Alberta, for example, recognizes the University of Calgary's evaluation of courses at Mount Royal College and Medicine Hat College.[99]

Thus, concludes the Council:

> It is therefore not unrealistic to hope that this sort of mutuality, prompted and fostered by the Council, will tend to move courses and even programs to system-wide status - approved by the Minister, registered by the Council, and listed in the Provincial Transfer Guide.[100]

FOOTNOTES TO CHAPTER 4

[1] Thomas R. Dye, (Understanding Public Policy, Second Edition Englewood Cliffs: Prentice Hall, Inc.), p.18.

[2] Department of Advanced Education, "Coordination Policy" Section on Transferability Policies and Guidelines, p.5. This document has no date but it was released in late November of 1973.

[3] "Coordination Policy", op.cit. Section on Transferability Policies and Guidelines, p.7.

[4] Ibid., pp.7, 8, 9. This is a selected list of the guidelines. See Appendix L for the complete policy guidelines.

[5] The Edmonton Journal, 27 November, 1973.

[6] Ibid.

[7] The Edmonton Journal, op.cit.

[8] Ibid.

[9] "Coordination Policy," op.cit., p.4. Some of those interviewed for this study were present at the meeting of December 19, 1973. When these interviewees were asked whether Departmental officials threatened legislative changes if the proposed articulation policies were not supported and very soon tried they all answered "yes". As one university representative expressed it, "we knew there was a big stick in the corner which would be used if we were not supportive of the Department's intentions."

[10] Correspondence, Campbell to Worth, 21 December, 1973, p. 1.

[11] Ibid.

[12] Ibid., p. 2.

[13] Ibid.

[14] Ibid.

[15] Ibid., p. 3.

[16] Ibid., p. 4.

[17] Correspondence, Beckel to Bosetti, 14 January, 1974, p. 1.

[18] Ibid., pp. 1-2.

[19] Correspondence, Byrne to Bosetti, 28 January, 1974.

[20] Correspondence, Bosetti to Campbell, 4 January, 1974.

[21] Correspondence, Bosetti to Beckel, 22 January, 1974.

[22] Ibid.

[23] Correspondence, J. Nicol to J. Foster, 18 January, 1974, p. 1.

[24] Ibid., p. 2.

[25] "Proposal on Admission and Advanced Credit Policies for Students Applying to enter University of Alberta Faculties and Schools following work at recognized Alberta Colleges and Institutes." The University of Alberta, January, 1974 , p. 3.

[26] Ibid.

[27] Ibid., p. 4.

[28] Ibid.

[29] Ibid., p. 2.

[30] Ibid.

[31] Ibid., p. 3.

[32] Folio (The University of Alberta Staff Bulletin), 31 January, 1974, p.1.

[33] Correspondence, F. T. Jenner to J. L. Foster, 22 January, 1974, p. 1.

[34] Ibid., p. 2.

[35] Ibid.

[36] Correspondence, J. L. Foster to F. T. Jenner (and M. Wyman), 23 January, 1974, p. 2.

[37] Ibid., p. 1.

[38] Ibid., p. 2. The Chairman of the Senate Task Force, Mr. Harold MacNeil, had attended the meeting of December 19, 1973, and was among those who advocated "no further delay" in establishing a mechanism for the resolution of the transferability issue. (Personal interview with H. MacNeil, February 25, 1976).

[39] Correspondence, Foster to Jenner, op.cit., p. 2.

[40] Ibid.

[41] Ibid.

[42] Correspondence, R. C. Cooper to R. A. Bosetti, 16 January, 1974, pp. 1 - 2.

[43] Correspondence, R. A. Bosetti to R. C. Cooper, 31 January, 1974.

[44] Ibid.

[45] This organization was occasionally referred to as the "Committee of College Presidents." At the time of writing, the two technical institutes and the three regional colleges at Olds, Vermilion and Fariview had associate membership in the A.A.C.A.

[46] There were six public colleges and three regional (agricultural and vocational) colleges. Together these nine institutions would have two representatives on the Articulation Council. The Department regarded the two technical institutes and the three Alberta Vocational Centres as a somewhat different group of institutions. Their representation was similar in that together these institutions would receive two representatives as well.

[47] Correspondence, R. A. Bosetti to C. D. Stewart, 11 February, 1974.

[48] The Gateway, 7 February, 1974.

[49] The regional colleges and Alberta Vocational Centres were not invited to this meeting. Perhaps this was because they were regarded as provincial schools rather than autonomous institutions, although NAIT and SAIT were invited. Nor were there any private colleges, such as Camrose Lutheran Collete, ever invited. On the particular matter of representation of private colleges, The University of Alberta seems to have set the precedent. It successfully opposed the interest of Camrose Lutheran College in separate representation on the grounds that this college was already represented by virtue of its affiliation agreement with the University. The Banff Centre (formerly the Banff School of Fine Arts) was represented likely because it had become, as the Worth Report recommended, an autonomous post-secondary "school of fine arts and management studies" severing its previous formal affiliation with The University of Calgary.

[50] Correspondence, W. E. Beckel to J. L. Foster, 14 February, 1974, p. 1.

[51] Ibid.

[52] Ibid.

[53] Ibid., p. 2.

[54] Ibid.

[55] The Edmonton Journal, 14 February, 1974.

[56] News Release, The University of Lethbridge, 2 January, 1974. The unprecedented agreement specified the particular university programs in which advanced credit would be given. In some cases, transfer students would recieve unspecified credit equivalent to one-half year in Arts and Science. In these cases, the student's college program was considered as "related" or "similar" to the university program not "largely equivalent".

[57] The Edmonton Journal, 14 February, 1974.

[58] Correspondence, W. E. Beckel to J. L. Foster, 14 February, 1974, p.2.

[59] Correspondence, J. L. Foster to W. E. Beckel, 21 February, 1974, p.1.

[60] Ibid. Note the change in terminology from "Articulation Council" to "Council on Admissions and Transfer". The new terminology (and later on one of the main functions of the Council) seems to have originated with a proposal under consideration at the time by the General Faculties Council of The University of Calgary. That proposal, later adopted in May, 1974, as the official admission and transfer of credit policy of The University of Calgary, recommended that "a committee, to be called the Admission and Transfer Committee, be established for the sole purpose of deciding on issues of dispute that may arise between or among the post-secondary educational institutions of Alberta about admissibility and advanced credit. . . ." (Admission and Transfer of Credit Policies, The University of Calgary, May 14, 1974, p. 4).

[61] Correspondence, Foster to Beckel, 21 February, 1974.

[62] Correspondence, W. E. Beckel to J. L. Foster, 2 April, 1974, p. 1.

[63] Ibid. p. 2. The entire text of this agreement is contained in Appendix M .

[64] Correspondence, W. E. Beckel to J. L. Foster, 2 April, 1974, p. 2.

[65] Ibid.

[66] Ibid.

[67] Correspondence, W. E. Beckel to J. L. Foster, 29 May, 1974, p. 1.

[68] Ibid., p. 2.

[69] Ibid.

[70] Correspondence, W. E. Beckel to J. L. Foster, 29 May, 1974, p. 2.

[71] Ibid., p. 5.

[72] Ibid.

[73] Ibid., p. 4.

[74] "A Mechanism for the Resolution of Problems of Admission and Transfer of Credit Within the System of Post-Secondary Education in Alberta," p. 3.

[75] Correspondence, W. G. Forbes to M. Wyman, 27 May, 1974, p. 1.

[76] Ibid.

[77] Ibid., p. 2.

[78] Ibid.

[79] Ibid.

[80] Ibid.

[81] Correspondence, W.E. Beckel to J.L. Foster, 29 May, 1974, p. 5.

[82] Ibid., pp. 5-6.

[83] The Edmonton Journal, 6 July, 1974.

[84] Correspondence, J.L. Foster to H.E. Gunning, 23 August, 1974.

[85] Ibid.

[86] Alberta Department of Advanced Education. "The Council on Admissions and Transfer, Proposed Terms of Reference, Composition, Guidelines for Policy Development, General Policy Statements," September, 1974. See Appendix N for this entire document.

[87] The Council on Admissions and Transfer, p. 1.

[88] Ibid., p. 4.

[89] Ibid.

[90] Ibid., p. 3.

[91] Ibid.

[92] Alberta Council on Admissions and Transfer, First Annual Report (March 31, 1976), pp. 1-2.

[93] Ibid., p. 2.

[94] See Appendix O for the terms of reference adopted by the Council on Admissions and Transfer on February 14, 1975.

[95] Alberta Council on Admissions and Transfer, First Annual Report, op. cit., p. 2.

[96] See Appendix P for the complete text of this policy.

[97] Alberta Council on Admissions and Transfer. Alberta 1977-78 Provincial Transfer Guide for Universities, Colleges, Technical Institutes and other Post-Secondary Institutions, May, 1977.

[98] Alberta Council on Admissions and Transfer. First Annual Report, op. cit., p. 3.

[99] Ibid.

[100] Ibid.

CHAPTER 5

ANALYSIS AND INTERPRETATION OF THE CASE

INTRODUCTION

The purpose of this chapter is to explain the transferability issue using five categories of analysis and interpretation, namely, the nature of the issue, the social and institutional context, the interests and goals of the actors, the resources and strategies of the actors and, finally, the policy outcome and its consequences. This chapter complements chapters two, three and four which, from an historical perspective and in narrative detail, sought to reveal the origin of the issue, its changing nature, the changing social and institutional environment and the main activities of the chief actors during the controversy. This involved primarily a careful description and narration of all important developments. In contrast, this chapter's primary purpose is to analyze and interpret the controversy so as to provide a satisfying explanation of it. In this analysis and explanation, special attention will be given to the expressed perceptions, views and judgements of those who were involved in key events and who can be considered as representing the actors involved in the controversy.

I: THE NATURE OF THE ISSUE

Here we are interested in answering two basic questions: 'How does the issue originate?' and 'What is the nature of the issue as it develops and how do the actors define it?' The answer to the first question is perhaps easier to provide since it resides essentially in the changing character and circumstances of the colleges in the latter half of the 1960's. The second question is more complex because the issue must be seen as having several sides or aspects, of which admissions and advanced credit are important only in relation to several other aspects. This section identifies these several major aspects of the controversy including the one which originates the issue.

Origin of the Issue: The Constraints of Affiliation

Chapter two has already provided a detailed treatment of the origin of the transferability issue and the important developments up to 1971. Therefore, at this point, it is sufficient to emphasize that the seeds of the controversy lay in the changing character of the public colleges during the latter half of the sixties. In essence, the change was the developing desire and capability of the colleges--encouraged first by the Department of Education and later by the Colleges Commission--to become less university-related, less "junior colleges" and more "community colleges" with a broadened curriculum which could cater to a more diverse clientele. The implications of this shift in role became increasingly controversial for the universities with which the colleges were affiliated. Thus, the idea of transferability, a simple concept given a close and harmonious college-university connection, became an increasingly complex controversy. Here is a description by Dr. Gordon Mowat of how this controversy began to develop:

> The universities found it difficult to move away from the traditional pattern of preparation for university--they had developed fairly strong opinions as to what constituted a "best" program. The colleges wanted more discretion with respect to programs offered in the colleges and they ran into opposition when they tried to change the "mix" of subjects in a first year program in the colleges. Of course, under affiliation, the universities really controlled the content of courses and programs, had much to say about instructors and examinations, and set the conditions under which courses were offered. Colleges, having started with affiliation, had to move away from it and in so doing encountered some of the obstacles based in the circumstances of affiliation.[1]

The colleges encountered obstacles because the universities feared certain consequences of a changed partnership. According to Dr. Mowat, the chief fears of the universities by the latter half of the 1960's were these:

> There was a feeling in the university that if the colleges fulfilled their newly suggested function and admitted many people not qualified to go to university; if the colleges were permitted to apply their own standards to their own internally developed curriculum and then later had the privilege of saying 'these people are now admissible to universities,' then the universities would have people coming in substantial numbers for third and fourth year work who were not really as knowledgeable or as well equipped as their "own" students to undertake work in a university. They saw this whole movement potentially as a way of reducing the ability level required for entrance to university--in result, not in purpose. They saw it as eventually affecting programs and the offerings which would be given in third and fourth year. They were very disturbed. In summary and retrospect, it occurs to me that 'who was going to come into the university from the college?' was an issue and 'what program would a student take in the college' and 'who would control that program?' was the other issue.[2]

Mowat's comments emphasize the key difficulty in college-university relationships during 1965-71: could a broadened role for the colleges in post-secondary education be accomplished within the affiliation concept or was this an impossibility? In this dilemma is the origin of the transferability issue. Until Andrew Stewart's Special Study on Junior Colleges (1965), there was little attention given to matters of overall articulation policy in a post-secondary system that was becoming increasingly differentiated. This was, of course, because the junior colleges were initially established primarily for junior level university study in general arts and science. However, by 1967, with the formation of the Board of Post-Secondary Education and certainly by 1969, with the establishment of the Colleges Commission, the issue becomes more complicated, indeed, it escalates. In retrospect, it is clear that Mowat's Report to the Universities Coordinating Council in June, 1971, was a landmark document in identifying the major problems of the affiliation concept and in suggesting a means for accomplishing its gradual abolition—namely, amendment through discussion and concerted action. But events after June, 1971, overtook the opportunities that the Mowat Report presented. Already, the issue had begun to turn on some new aspects.

The Advocacy of the Colleges Commission

A major catalyst of complication and escalation of the issue was the change in government policy signalled by the formation of the Board of Post-Secondary Education but perhaps more importantly by the establishment of the Colleges Commission. The policy meant, of course, that the colleges would be required to fulfill a broadened mandate and that the pursuit of this mandate would be encouraged and regulated by an agency for college coordination, by an 'advocate,' in a sense, of college interests. Thus, after 1969, discussion on the issue shifts from the role of the colleges in post-secondary education --although in some respects, this question remained unresolved--to technical matters of facilitating college-university articulation by adapting (by warping, some argued at the time) the affiliation concept. Given the requirement and genuine ambition of the Colleges Commission and most of the colleges to build a broader college level curriculum, and even though affiliation conditions were modified, the Commission inevitably came into conflict with the universities. This was especially true in those instances where the colleges desired to move beyond the first year of university study, proposed that transfer students receive advanced credit without regard to their college admission status and, later on, suggested that some courses in the career curriculum of colleges be given the equivalence of university credit so that, in some instances, students might transfer without the necessity of having been enrolled in regular university transfer programs. In the face of these suggestions and on the strength of their legislative authority, the universities said that they would "consider" what "might" be done, suggested that some considerable time would be necessary before the councils within and among the universities could agree and argued strongly for the need to exercise discretion and final authority in order, they frequently said, to protect the integrity of their degrees. In general, the result of this reaction by the universities was the growing belief on the part of the colleges and the Commission that the universities were not taking an active interest in the resolution of articulation difficulties. It is useful to see how the Chairman of the Colleges Commission, Dr. Henry Kolesar, understood the dynamics of college-university relationships after 1967 into the early 1970's:

> The issue in transfer is that the colleges have always wanted to be accredited institutions although they started out in legislation as junior colleges affiliated with universities. As they

> gained experience and as they observed that their graduates were doing well at the universities, they began to say 'we don't really want this degree of control.' In the late 1960's, came the strongest objections to university control. In fact, the response of the universities at that time was to relax their control. They began to say to colleges: 'go ahead and hire your own staff, admit your students, you decide on the content of courses and you mark the examinations.' There was a gradual progression; some authority was granted to the colleges.[3]

But problems continued. In part, this was because ambitions were not satisfied and because increased freedom for the colleges brought new problems. Kolesar explains:

> There still remained certain constraints on the colleges, such as the high school matriculation requirement--a university still wanted a college student to hold matriculation standing if they were going to transfer. This also the colleges began to question because they had students who were adults and who had not completed high school matriculation but who were nevertheless enrolled in university transfer programs and successfully completing courses. Thus, there came a time in the early 1970's when the colleges said: 'we would like to be accredited so that we can decide completely the admission requirements for university transfer, the placement of students within programs, the content of courses, the nature of examinations and then recommend to universities those students whom we judge are capable of continuing.' This arrangement would then have been like the existing arrangement between the high school and the universities. At that point, the universities began to balk. They said: 'this could lead to irresponsible action by a college' and 'we do not want to grant this kind of authority to the colleges.'[4]

And there were other problems--for the Commission itself and, in general, for interagency negotiations, says Kolesar:

> There were attempts by the coordinating authorities--the Colleges Commission for one--to improve the relationships between the universities and the colleges. There were attempts, from time to time, to study, to negotiate--as was the case with the Mowat Committee, in 1971. And there were government representatives threatening that there would be legislation which would force the universities to accept certain policies.[5]

The attempts that Kolesar refers to were largely unsuccessful in getting a resolution of the issue. But, in the case of the Colleges Commission, it is worth emphasizing the way in which its establishment was a complication of the controversy. In effect, the Commission accelerated college ambitions of independence from the universities because it legitimized the idea of a distinctive role for the colleges. Thus, in the course of fulfilling what the Commission understood to be its normal responsibilities--to coordinate and represent the colleges as a system--it aggravated college-university conflicts. This observation is not meant to assign blame for a deterioration in college-university relationships but to suggest that the role and activities of the Commission from the outset were inevitably controversial and became an important aspect of the transfer issue. Quite simply, the Commission could not easily ignore college-university articulation as an important feature of college coordination. Yet, in legislation it had no independent authority to regulate the conditions of affiliation or to modify them because "consultation and agreement with the Universities Coordinating Council" was required by the Colleges Act. Not surprisingly, therefore, the universities regarded some of the Commission's attempts to obtain a resolution of articulation questions as a misplaced advocacy--a "rushing in where it has no authority," as one university president described it when the Commission's Trial Proposal was advanced in 1972.

The Problem of Authority in the University

The question of 'who speaks for the university?' was most pointedly voiced by the Senate Task Force in May, 1973, and it called attention to a persistent problem in college-university negotiations. According to the chairman of the Task Force, Harold MacNeil, the basic problem was this:

> Each school and faculty wanted to be independent and there was no desire on the part of the university to set up some body that could deal with the colleges for the university. So the colleges had to deal with these different faculties and each one would have a different standard or desire.[6]

And:

> The university was like a bag of jelly. You couldn't go to the President and say 'let's work out an agreement.' The university had a colleges committee but it really had no authority to make any agreements or require a dean to do anything. I rememeber discussing this with Max Wyman, President of the University of Alberta. Looking at this issue as an administrator, I couldn't see why you couldn't say: 'there is a responsibility here to do something; its legal that these community colleges and other post-secondary institutions exist and somebody must solve this problem!' He had various excuses why this couldn't be done and I was a little impatient. My view was that it was a matter of two people sitting down and talking. But nobody seemed able to speak for the university--not even the president. The freedom and decentralization of the university did not permit that.[7]

Dr. Wyman's own analysis of the problem was similar:

> It was asked of me several times 'why can't we come to you and if you say something doesn't that make it so?' They just misunderstood the role of the university president in modern times. The modern university president does not have authority in that sense. The university president must provide leadership by persuasion. He must go to both General Faculties Council and to the Board of Governors to get ultimate decisions.[8]

And, from Wyman's point of view, GFC deliberations at times left something to be desired in terms of getting decisions, especially those that were controversial and urgent:

> You'd have a hundred or so people involved and the quality of the people varied. If you listened to GFC debates you'd hear some faculty who were not only eloquent but incisive, going right to the issues involved. On the other hand, some of the staff and students showed, just from their arguments, that they hadn't read the work or weren't aware of the issues involved--they felt they had to say something but what they said was dead wrong or trivial.[9]

Such features of university governance and the internal operation of universities were frequently seen as problems by the colleges, the Colleges Commission and the Department. Decisions which the colleges, the Colleges Commission or the Department of Advanced Education regarded as simple and urgent were not made with dispatch by the universities. Generally speaking, each college president spoke for his college including its lay board of governors and the faculty. The Colleges Commission could and did speak authoritatively for the colleges collectively. Usually, departmental officials spoke for the Minister or his deputy in meetings and negotiations. In contrast, representatives of a university rarely seemed able to speak authoritatively for the institution as a whole and it was very difficult for anyone to speak for universities collectively. These differences in institutional operation and decision-making--especially those between universities and colleges--were often a source of delay and frustration for the parties involved in the tranfer controversy.

Institutional Autonomy: The Justification of Incompatible Ambitions

In essence, institutional autonomy is a doctrine which defines the scope of an institution's authority for making decisions and taking responsibility. As an aspect of the transfer issue, it was of importance to both universities and colleges according to Dr. Wyman:

> I think autonomy was the fundamental issue for both colleges and universities. Had the colleges had this autonomy earlier, the transfer issue would not have grown to the same extent. They were asking that the sending institution assign transfer credit. The universities just hit the roof when they say that. That approach meant that we had to give up our autonomy.[10]

And, for the universities, autonomy was a great deal to give up. Here is the view of another university present at the time, Dr. Beckel:

> Autonomy is a major principle--not a bogeyman. It can be extended

> too far and misinterpreted but, in its simple form the university has had through history the authority to define its own degree programs. The minute that some other institution can come along and take a piece of that definition arbitrarily, then the universities no longer define their degree programs. So the university itself must be the agent of definition. It can be liberal in terms of what it will accept; it can be generous in terms of what it will delegate but it must have the final authority to define its programs. That's the whole being of the university.[11]

Beckel's view was typical of university opinion and universities were the strongest and most strident advocates of autonomy as it concerned the transfer issue. In a comment equally typical of college opinion, a former college registrar, R.D. Cooke, suggested why this was the case:

> I guess it is easier for someone who has grown up in the college system to accept arguments against automomy than for someone who has grown up in the university system. Colleges, from the beginning, had been more closely directed by a central bureaucracy than the universities have ever been. We have seen the good and bad features of bureaucracy and I guess we are more comfortable with it. As a college person, institutional autonomy is not as important as some other things. We see the things the Department of Advanced Education, for example, is doing as coordination rather than interference.[12]

And:

> With respect to the issue of transfer specifically I don't think the public understands the question of autonomy. The public looks upon education as almost a monolithic thing: 'we have higher education and it's made up of universities, colleges and other institutions but they're really part of the same thing; the dollars come from the same place and there should be a high degree of coordination among the parts of a system.' Autonomy is something to be respected but its not sacrosanct and when autonomy starts to interfere with the public good or what is perceived to be the public good, then its difficult to defend.[13]

These several comments show that both colleges and universities justified their separate ambitions in a single doctrine--autonomy. In essence, the colleges sought to expand the scope of their autonomy and the universities sought to protect their existing autonomy from encroachment by the colleges, the Colleges Commission and, later on, by the Department of Advanced Education. How could each institution have its requisite degree of autonomy? Clearly, the expansion of autonomy for colleges implied a reduction in the autonomy of universities if only because of the tradition of affiliation. That partnership had required a close institutional connection in which the college was the junior partner. The developing ambitions of the colleges, the Colleges Commission and the Department of Advanced Education implied a not-so-close partnership of equals. What was going to give? Who was to give in?

The Policy and Posture of Advanced Education

If the Colleges Commission and its advocacy became a complicating aspect of the transfer issue after 1969, the creation of the Department of Advanced Education in 1971 meant even more complications. These complications were most evident by December, 1973, when the Department's intentions to coordinate all post-secondary education as a single system were most comprehensively and explicitly enunciated in the 'Coordination Policy.' On the particular matter of transferability, a set of policies were suggested for immediate implementation. In content, the policies were largely a resuscitation of the Kolesar-Fast proposals so they represented a renewed challenge to the institutional autonomy of the universities. In contrast, the autonomy of the colleges seemed to be enhanced as they seemed to become the beneficiaries of the Department's favored doctrine--coordination. Like the Colleges Commission of old, the new Department of Advanced Education now had a policy on college-university articulation which essentially invoked the principle of the sending institution assigning advanced credit for university-level work. Thus, by 1973, the universities were faced with a new and more powerful actor in the transfer controversy, who favored an articulation policy that was still unacceptable to them. But the situation in 1973 was a little different: a resolution of the issue now had to be sought against the background of what the Department would find acceptable not simply against what the Colleges Commission hoped would be accomplished. And the possibility of changes in legislation--a protection for universities in the controversy up to that point in time--seemed likely if an acceptable resolution was not found soon. Quite simply, the presence of the Department in discussions and even in the background affected how all institutions understood the transfer issue and what solutions could be entertained. As one of the Department's officials, Mr. Neil Clarke, has observed:

> Coordination was the thrust--as far as government was concerned and, I'm sure, as far as common perception would discern. A lot of us in the Department assumed that coordination of programs automatically involved transferability. Transfer, from the outset, was a major issue within coordination.[14]

The Problem of Identifying the Problem

The foregoing discussion suggests that the transfer issue was multi-faceted; that it involved at once, questions of the affiliation relationship, of the proper role of the Colleges Commission and, later, the Department of Advanced Education, of authoritative and consistent communication on the part of the university, and of how the idea of institutional autonomy was to be reconciled with the notion of system-wide coordination. That the issue was multi-faceted produced an obvious difficulty: could consensus be achieved among the actors as to what the problem really was and how it might be resolved? The course of events, until 1974 at least, suggests that the answer to this question was "no." This meant that the lack of consensus about the nature of the problem and its best resolution was as much a difficulty as were genuine differences of opinion on particular problems for which there was a common understanding and definition.

The plethora of proposals. The multiplicity of proposals and counter proposals for general articulation and particular transferability arrangements evidences this lack of consensus about the nature of the problem and its solution. This was in large part because different roles for institutions, for coordinating agencies and for government were suggested by each person's and each group's proposal. Granted, the differences evident were sometimes slight--as in the case of the Colleges Commission Trial Proposal of 1972 and the transferability policies presented by Advanced Education in 1973. However, because these proposals were similar, they were equally unacceptable to the universities. At other times, the differences were major--as with, for example, the recommendations of Andrew Stewart in 1965 and, on the other hand, the consistent opposition to them by the Universities Coordinating Council because of its reluctance to abandon the affiliation concept.

The unique grievances of the colleges. To complicate matters further, each college's relationship with a university or universities was unique and, from the point of view of each college, there were some peculiar grievances or difficulties which had to be resolved in the course of designing a general articulation policy. Some specific examples will illustrate how important this source of complication was to the issue and its unravelling.

Consider, for example, the so-called "hidden agenda" of Red Deer College which particularly affected this college's discussions with The University of Alberta:

> One of the problems which has influenced college-university relationships in the past is the idea that Red Deer College wanted to become a degree-granting institution. I can say from my point of view and this would get general agreement from the Board and the President that this college doesn't want to grant degrees. The reason we don't is that it would really take a lot of emphasis away from our other programming-career upgrading and community interest programs. I think that two years of university is just fine. However, I think underlying some of our difficulties on transfer has been the attitude that: 'damn it, if we give them the second year courses, they'll want third year courses and that's just one more step along the way to granting degrees!' That is not the intention of this college at all, though that so-called hidden agenda has been a problem in the past.[15]

Also, both Mount Royal College and Lethbridge Community College seemed to have still other problems with The University of Calgary and The University of Lethbridge respectively. These problems concerned primarily the matter of advanced credit from other-than-regular university transfer programs:

> The concern was this: Here we had people coming into an institution like Mount Royal College, who were receiving a good education, were doing well and were being rejected by the provincial universities. These people were forced to leave the province to complete their education or be severely penalized in terms of transfer credit. The general question was: why could these students go to American schools and complete their degrees but did not have the same opportunity in the province in Alberta? It was a difficult question to deal with at the college; it was difficult to explain to people. Generally, the only thing I could say was that 'we are attempting to resolve this; we are attempting to negotiate with the university.'[16]

Still another peculiar grievance was evidenced by Grande Prairie College. It saw The University of Alberta as frustrating its legitimate desires to expand regionally:

> The University of Alberta maintained for a long time that its mandate was Northern Alberta in the provision of university education. In 1969, there was a group of teachers in Peace River who had been knocking on the door of The University of Alberta and even on the door of the Minister of Education saying, 'we want a course.' But the university was saying 'we don't really think there is a demand.' We couldn't, as a college, offer this course off-campus so I, a college staff member, was appointed to the evening credit staff of The University of Alberta. The demand for the course was fantastic--on one week's advertising, over 75 showed up. The course was 'Introductory Sociology.'[17]

And some of the difficulties encountered by Grant MacEwan Community College were different again, though the other colleges would recognize them as a variation upon problems they had largely overcome by 1971. President John Harr describes how a significant source of difficulty arose for Grant MacEwan College shortly after its establishment in 1970:

> In Alberta, there were certain colleges--Red Deer, Grande Prairie, Medicine Hat--who had arrangements with universities for transfer and the universities played a major role in shaping those courses. But in our case that was not so. We insisted on having the staff we required for our primary function--the vocational side. Transferability was only relevant to students who wanted to go beyond our programs. . . . Our staff may be absolutely adequate to teach our level but this is one of the arguments we had with the university: If we teach introductory psychology and, later on, want to transfer it, why should we have to have a Ph.D. teaching it when the university staff, in practice, uses graduate students? So we suggested that if the performance of our people was not acceptable--and they were often the university's own graduates--we should stop hiring these people. 'If you've graduates that are not good enough to teach for us, we will have to look elsewhere,' we said.[18]

Interestingly, the matter was quickly resolved:

> The result of what we said was a letter from the university (and I sent a copy to the Minister and took it to my Board of Governors) saying that under the Human Rights Act we couldn't discriminate against people on the basis of the institution where they were trained. Our response to that was simple: 'We're not discriminating on the basis of where they were trained but on the basis of the qualification, performance and capacity which suits our program,' we said. We never heard another word about this.

But this shows how ludicrous this can become.[19]

Finally, the experience of Medicine Hat College with transferability had been unique as well. According to Mr. C.L. Dick, it was this:

> We are essentially a two-year university transfer institution. Our affiliation is with The University of Calgary--admittedly not a legal one but an emotional and operational one. But the University has no jurisdiction over what we do here; we got our mandate from the provincial government, not from The University of Calgary. We have found it to be a great advantage to our students to have a close association with The University of Calgary. Our transfer students are automatically admitted to the University, any university which recognizes The University of Calgary automatically recognizes us--as almost a branch campus of the University. All of these things are advantages.[20]

But, also according to Mr. Dick, there was a problem with the attitude of universities in the past which he regards as having been recently overcome:

> I think the problem has been that the universities, in the past, felt that they were so senior and so all-wise about transferability that they could simply dictate to us what would be done. I hasten to add that some of us here have credentials that are every bit as good as those held by people at the university. We're responsible, well-trained people who are interested in academic standards. We're not going to be obsequious in our attitude towards the university. That attitude I rebel against very strongly. We have to sit down as reasonable people on a relatively equal basis and deal with problems.[21]

The unique concerns of each university. If circumstances were unique for each college, so were they for each university. Most important to the transfer issue was the fact that university programs were different from one institution to the next--not only in content and emphasis but even in the length. Again, some specific illustrations will show the significance of this fact for the transfer controversy.

For example, in arts and in science, The University of Alberta had both a three-year (general) degree and a four-year (honors) degree. The University of Lethbridge and The University of Calgary (since 1970) had only four-year degrees. This meant that The University of Alberta alone could be in the position of granting its general degree to a transfer student who would spend only one year in the university. But there was also the question of how the degree--whether three years or four years in length--was structured in terms of "generalist" or "specialist" courses, some contended. Dr. Kreisel and Dr. Allen, when they advanced their proposal at The University of Alberta in January, 1974, explained why they considered this so important:

> Advance credit must be seen as related to the requirements for a degree at this university. Every undergraduate degree program has two recognizable components: a general component, and a specialist or professional component.[22]

And:

> It is worth noting that about 85% of our students are in specialist, professional or pre-professional programs, and only about 15% are in general B.A. or B.Sc. programs.[23]

And further:

> Within the specialist or professional component of most programs there is a high degree of structure: there are required sequences of courses, with pre- or co-requested in most senior or advanced courses. To a lesser extent this is true even in the areas of concentration required in general B.A. or B.Sc. programs. This reflects our basic principle that a degree should recognize the successful completion of 3 or 4 years of organized study, starting from a recognized base.[24]

Therefore, they said:

> We do not accept the accumulation of miscellaneous credits as a proper or sound basis for awarding a degree.[25]

And:

> We must distinguish between advance credit in the general component and advance credit in the specialized component of a program. If we are to maintain the integrity of our structured programs, we must ensure that advance credit in the specialized

> component relates in both content and level to the rest of the component. On the other hand, we can be much more relaxed in giving advance credit in the general component area, as our proposal . . . recognizes.[26]

Thus, for The University of Alberta alone, there were some unique considerations in approaching the transfer controversy--two degrees of different character, the distinction between "generalist" and "specialist" courses in any degree and the intentions of the transfer student--did he desire a "general" or "honors" degree? In the light of these considerations and in the face of college ambitions, The University of Alberta tended to take this view says Dr. Wyman:

> I think what the colleges wanted, generally speaking, was to have their first year accepted so that whatever courses they gave that were roughly the same as ours would be accepted without question. Now, Red Deer and Grande Prairie wanted to have the second year on the same basis. That was problematical and difficult to sell. The argument at the time was this: 'What was a reasonable number of courses that people should take elsewhere and still get The University of Alberta degree?' You see, many of our courses could be given at both the second and third year. If we were going to open up those courses to the junior colleges, why not let the colleges go all the way and let them give their own degrees? General Faculties Council had no objections whatever to more degree-granting institutions. It was the junior colleges that didn't want that solution yet they still maintained that the academic program was really the core of their institutions.[27]

At The University of Calgary, the same basic argument that Wyman referred to arose. It appears though that The University of Calgary did not regard as seriously the particular concerns of its sister institution, partly because of its four-year degree. Here is the recollection of one individual who, as admissions officer at The University of Calgary, has been intimately concerned with transferability:

> In the recent past, this talk arose: 'Were we giving away one year of our university's degree?' By the proposal we are presently working under--college transfer programs of one or two years duration may be approved by the Minister subject to

> consultation and agreement of the institutions involved--this has been resolved nicely. What the university is keenly interested in is that it have some control over the types of courses that are transferred to the degree and how they fit that degree and eventual end product. But the decision of The University of Calgary in 1970 to adopt a four-year degree was not at all related to transfer. That I'm certain was not any question at the time.[28]

If the view of the President of The University of Lethbridge was typical, this university had perhaps the most basic reservations about college ambitions. Again, these seem to relate particularly to how its programs articulated with college programs within its geographic region:

> The transfer problem is serious because we've got colleges (which have a tremendously important role to play) trying to do too many things; colleges having expectations that are inappropriate. Mount Royal College and Lethbridge College are examples of this situation. Lethbridge College for example, doesn't have a recognized transfer program--the government admits this--but they have their students coming through their program and being marketed for credit into small colleges and one or two state universities in the United States. Then they come here with that credit, having it recognized because we recognize these institutions in the United States. Then, by virtue of that recognition, the college makes the argument that their program should be recognized in Alberta as a university transfer program.[29]

Thus, the unique circumstances and concerns of each college and university together with the variety of proposed solutions to the transfer question made quite difficult a common understanding of just what the issue was or seemed to be about. On the college side, Mr. Donald Harper has observed that "the issue for colleges was very diverse because each college tended to have its own kind of transfer problem."[30] Likewise, as Dr. Wyman has observed, "university opinion was not unanimous on how to approach this question of transfer."[31] Indeed, according to Wyman, until mid-1974 "this opinion was entirely divisive."[32]

Summary

Overall, the transfer issue seems to have involved several aspects. The broadened college role after 1965 and the attempt to pursue this within the limits of the affiliation concept appear to be among the earliest aspects of the controversy. In a similar way, the advocacy of the Colleges Commission and, later on, the coordination policy of the Department of Advanced Education undoubtedly complicated the issue and the possibilities for its resolution. Further, problems in inter-institutional communication and negotiation--particularly the matter of who spoke authoritatively for the universities--seemed to worsen especially after 1970 when strict affiliation was being abandoned. Also, the concern of both colleges and universities for institutional autonomy was undoubtedly a major feature of the controversy. Finally, the combination of genuinely unique institutional circumstances,within-group diversity of opinions and between-group disagreement was a significant source of controversy and confusion.

II. THE SOCIAL AND INSTITUTIONAL CONTEXT

The use of this analytical and interpretive category assumes that certain features of the social and institutional milieu affect the interactions among the actors in a controversy, the political resources available to them, the effect of strategies chosen by them, and, in general, the way the issue is debated and resolved. Chapter two, three and four reveal that, on the transfer issue, the most important contextual factors were these: the changing climate of opinion in post-secondary education which emerged during the late

1960's, the popularity of certain ideas with government--notably "coordination"--and the changing policy and structure of government--notably the creation of the Department of Advanced Education as the coordinating authority for all post-secondary education in Alberta. In particular, how did each of these contextual factors bear upon the development and resolution of the transfer question as a political situation?

The Changing Ethos in Higher Education

As Dr. Gordon Mowat has recently observed, "old arrangements for access to post-secondary education are in transition and the factors generating such change are not entirely matters of speculation."[33] Mowat has identified three predominant societal trends of recent emergence which he judges are of special relevance to college-university articulation and issues such as transferability.

The democratization of higher education. "The first trend that can be noted," says Mowat, "is the advance towards mass education with its inherent development of a feeling of public proprietary right to advanced education."[34] That a greatly increased number of people chose to pursue post-secondary education by the 1960's is clearly evidenced. In Canada, during the period 1951 to 1968 university enrolments quadrupled and "other post-secondary" enrolment increased thirty times.[35] Mowat, along with others such as the Economic Council of Canada, has characterized this increased participation in post-secondary education as an important shift in public attention and attitude. "Education, in both the private and the public eye came to enjoy a new status as investment,"[36] says Mowat. The significance of this shift was this:

> In the period 1965-68, then, both the intrinsic and economic values of higher education had come to be recognized much more widely among members of the Canadian public. The public saw a definite link between the level of educational achievement and the quality of life. This view, perhaps more than any other, promoted the spread of public conviction that obtaining a post-secondary education was not so much the exercise of an individual privilege as the claiming of a public right.[37]

The demand for public accountability. A second major trend identified by Mowat is related to the first. Mowat describes it as "the broadening of public knowledge of post-secondary practices and the inherent tendency to bring more aspects of practice under greater public scrutiny and criticism."[38] It is Mowat's contention that as the percentage of the population having a direct involvement in post-secondary education increased, "so grows the volume of external opinion and judgement on the system of higher education."[39] Apart from the major impact that rising enrolments had upon the size and cost of post-secondary education, such changes also "in degree shifted the formation of practice in higher education from the board rooms of institutional discretion to the arena of public policy,"[40] claims Mowat. By the late 1960's, these two trends, together, began to produce a new context for decision-making in higher education:

> Demand for education mushroomed and society began to question seriously conditions of access to post-secondary education as they existed in university-dominated systems. Concerns which were typical of the world of education--the early identification of capacity for higher education, the preservation of "best" approaches to further education, the production of the "well-rounded" individual, the sanctity of institutionally-controlled programs--began to diminish as the major determinants of conditions of access. Increasingly, these began to yield to political realities which were already modifying not only access to, but also the very nature of, university education.[41]

Of course, one of the most significant political realities to emerge in Alberta, was the creation of the Department of Advanced Education as the coordinating authority for all post-secondary education. This development reflects the third trend that Mowat considers as important.

The idea of coordination. The third important trend identified by Mowat has been "the tendency of governments, on behalf of the public, to increase their surveillance and direct control over systems of post-secondary education"[42]--in short, the desire for coordination. According to Mowat, this trend arises directly from the other two. Certainly by the 1970's, the majority of provincial governments in Canada had established new departments with responsibility for all post-secondary education. Using explicit policy, revised legislation, new financial arrangements and sometimes commissions or other "buffer" agencies, governments increased their influence over the affairs of all institutions in higher education. This also happened in many other countries and it's was in response to the same basic imperatives and with the same accompanying dilemma. As Perkins has observed:

> It seems to be at least generally true that in those countries where institutions were once substantially autonomous, change favors increased coordination under systems ranging from public supervision to public control . . . the two great imperatives of academic freedom and institutional autonomy, on the one hand, and public responsibility with respect to public funds, on the other, are exercising their irresistable influence to produce arrangements that lie between complex institutional autonomy and absolute public authority.[43]

And, as the Organization for Economic Cooperation and Development (OECD) characterized it, this was the main dilemma:

> In planning new structures and responding to pressures and proposals emerging from within existing systems, how can societies reconcile, on the one hand, the need for institutional diversity and differentiation of programmes occasioned by widened access and new relationships between post-secondary education and employment, with, on the other, the need to maintain and enhance

> the values of scholarship and science, all within a politically sensitive context of limited resources, demands for greater public accountability and a press towards greater democratization.[44]

What is the import of these nation-wide, even world-wide, trends for post-secondary education in Alberta and the transferability issue, in particular? Simply this. The trends identified indicate the overall climate of opinion in which the transferability issue developed and was resolved. These trends were evident in Alberta, indeed, they became evident in an obvious, concrete, and, in large part, intentional expression of them: the establishment of the Alberta Department of Advanced Education as a single coordinating authority for post-secondary education. The Worth Commission and its Report clearly manifests these trends and their import. As to the necessity for coordination, the Commission said:

> The pressure of numbers and a series of socio-economic factors . . . signal a serious movement toward mass higher education in Alberta. During the intermediary and critical stage between elitist and mass higher education a comprehensive planning and coordinating mechanism will be indispensable to a smooth transformation.[45]

And, as to its form, it observed:

> Recent studies report that the vast majority of North American jurisdictions are moving toward some form of statutory coordinating body that is responsible for all types of institutions. Since this pattern enjoys the support of emerging practice, the major issue would appear to be whether that body should take the form of a commission, board or government unit.[46]

And finally:

> Commissions or coordinating boards are seldom as effective as they are intended to be. In fact, they often amount to another bureaucratic layer between government and institutions, and they open up convenient avenues for avoidance of responsibility by government. Unlike government departments, commissions and boards are not subject to the . . . power of Albertans to guide and evaluate their efforts. For these reasons, the Commission on Educational Planning believes that the performance of coordinating and planning functions must be undertaken by a government

department.[47]

The idea of coordination and the form it took in Alberta is most important to the transfer issue because it produced specific changes in the policy and structure of government. These changes had direct consequences for the actors involved in the controversy including the resources and strategies available to them and the possibilities for resolution which could be realistically entertained.

The Consequences of Coordination

In his report, Worth stated that coordination meant that "various parts of the structure for schooling must function in harmony with one another" and that "unless each [part] performs adequately and as expected the total structure may be jeopardized."[48] When the coordinating authority is a government department, some important consequences arise from this conception of systemic "harmony." Again, Gordon Mowat has identified in general and in hypothetical form some of the most important consequences which would seem to follow from a strong governmental role in coordination. He says:

> If "coordinating" is defined as the bringing of post-secondary institutions into a "proper" relation to each other and to the system of which each forms a part, some of the implications of a more active provincial role become clear. Judgement as to the "proper" relation will not be the sole prerogative of any institution, or of institutions collectively.[49]

Therefore:

> Institutional discretion will be reduced in importance as a basis for decision making. Compromise will increase. Decisions will tend to reflect the growing impact of judgement held by parties external to institutions.[50]

And, overall, the results will be these:

> . . . issues of wide public interest will attract the increasing attention of governments. Institutions, and particularly

> universities, may not long be able to prolong some of their traditional practices when those practices are subjected to extensive public scrutiny, especially criticism. Provincial governments will be inclined to force remedy. This is particularly true, perhaps of issues which have high public visibility and the transferability of college students is certainly one of these . . . an active third party in the solution of university-college disputes constitutes a new context for decision-making in post-secondary education . . . .[51]

Summary

It is reasonable to suggest that the trends Mowat has identified and the consequences which he suggests follow from them were evidenced in Alberta during 1971-1974. The Worth Commission made almost certain that the idea of coordination would produce judgements of systemic harmony from other than institutions, such as universities or colleges, or from "their" agencies such as the Colleges Commission or the Universities Coordinating Council. Further, when the government of Premier Lougheed endorsed the idea and the form recommended for it, the judgements of the Department of Advanced Education were not to be limited (in theory at least) by the need for persuasion or the cooperation of institutions or buffer agencies in effecting coordination. Institutional discretion was reduced--indeed, this was the chief purpose of the "Coordination Policy" of the Department. This policy stated that a greater degree of compromise in inter-institutional negotiations was necessary and that more compromise might be required of the universities than of other post-secondary institutions. The transfer issue did attract the increasing attention of the Department to the point, after December, 1973, of trying to force a remedy of controversy. The Department became an active third party in the solution of what was, in the beginning, essentially a dispute between the universities and the public colleges. The initiatives of the Department during 1972 and 1973 clearly revealed the operation of a new context for decision making as regards post-secondary education in Alberta.

III: THE INTERESTS AND GOALS OF THE ACTORS

Previously it was suggested that an interest exists when a body of persons displays a common concern, attitude, opinion, orientation, position or policy with respect to a certain matter. It was also suggested that a political situation necessarily involved the competition of interests. Therefore, in this section, we are interested in answering two basic questions: 'What interests do the actors bring to the controversial matter of transferability?' and 'How do these interests diverge?'

Three reminders regarding the conceptualization of this study are likely appropriate at this point. First, when we say that a group sought to achieve a certain objective, we recognize that only some effective part of such a group sought this. We are aware of the error of misplaced concreteness and the risks that it involves.[52] Secondly, the interests of the actors are treated here within three main groupings: the interests of the colleges, the interests of the universities and the interests of the government. These aggregations are large and there are some weaknesses in their use but they are essentially accurate for the purposes of this case study.[53] Thirdly, a concern to identify the interests of government (more particularly those of the Department of Advanced Education) does not make it an interest group. Again, the rationale for considering government as an actor unlike interest groups has been provided earlier.[54]

The Interests and Objectives of the Colleges

In general, the main interests of the colleges are revealed by the several aspects of the issue and its context, notably the constraints of affiliation, the idea of institutional autonomy, the economic and social dimensions of "the community college movement," and the unique circumstances of each college. Almost from their establishment, the colleges wanted to alter certain conditions of the affiliation relationship which they judged as restricting their autonomy. In the judgement of the colleges a greater degree of autonomy seemed to be necessary so that they could adapt more readily to distinctive community, regional and institutional needs. Affiliation, seemed not to allow this adaptability, at least not easily, they contended. Thus autonomy became, at once, a necessary condition of effective institutional operation and a justification for change, especially change in the conditions of affiliation. Besides, autonomy was a laudable aim with which no one, certainly not universities, would want to quarrel. Thus, the extraordinary influence of the university in the affiliation relationship was not consistent with an enlightened view of autonomy, the colleges held. It is Gordon Mowat's recollection that the desire for increased autonomy which focussed increasingly on the demand that affiliation had to be modified was, indeed, fundamental to college interests but that other broad interests were involved as well. Mowat explains:

> At the bottom of the controversy was the desire for people in colleges and ratepayers and citizens interested in the development of colleges to gain a measure of autonomy with respect to two things: one, the right to decide, unilaterally, whether they were

> going into university work and, second a broad agreement that work done in any college would be accepted with full credit in any university. If those two issues could have been solved satisfactorily from the standpoint of colleges and universities, many other underlying interests would have been satisfied.[55]

For the colleges, what were some of these "other underlying interests?" Mowat claims that early on "colleges came to be seen as rather prestigious members of communities where they developed" and that the development of a college in a centre "seemed to fit into the 'chamber of commerce' pattern of regional development."[56] Further, suggests Mowat, "educational opportunity was of genuine concern, it being easier for some students to go to a college than to go to Edmonton, for example."[57] There was another argument that the colleges frequently made, says Mowat, and that was that "many young people who were not qualified to go to university or who would have difficulty in the first year of a larger institution would fare better in college."[58] Of course, these arguments were part and parcel of the "community college movement" and, "as I sensed at the time," recalls Mowat, "the development of colleges was of great public interest and therefore the conditions which affected the operation of colleges was very political."[59] Overall, Mowat sees the development of colleges as containing certain expectations, and favoring certain interests which were economic and social in nature as well as specifically educational --expectations and interests which, in some respects, remained unrealized into the 1970's. Again Mowat explains:

> I think these several aims and expectations led, in part, to the Stewart Report and his recommendations that the first two years of university work be taken out of the university and spread around in a number of centres. Stewart and his committee undoubtedly had several things in mind: the fuller development of regional services which would have economic impact throughout the province, and which would have political impact on educational opportunity

> throughout the province. Had this happened, it would have satisfied a number of desires held by college people.[60]

Against the background of economic and other community ambitions and along with the desires of teachers and administrators in the colleges to alter some or all aspects of university supervision, each college had its own peculiar concern. Red Deer College has the complication of its presumed "hidden agenda" in negotiations with The University of Alberta. With the same university, Grande Prairie College had the frustrations of having its programs restricted to a region and level it thought it could begin to extend. Medicine Hat College needed somewhat more flexible transfer arrangements than its traditional association with The University of Calgary favored because, after 1967, some of its students went to The University of Lethbridge. Both Mount Royal College and Lethbridge Community College seemed to find that it was easier to work out more generous transfer arrangements with American colleges and universities than with Alberta universities. Grant MacEwan Community College, like its sister college, Lethbridge, did not want the possible transferability of its "vocational," "career" or "applied arts" courses to be decided by the university's scrutiny of its instructors' qualifications or by a rigid adherence to "equivalence" criteria. Could not partial university credit be granted and be granted systematically to college students from "career" programs which were "related" to university programs?

What, then, did the colleges want as regards transferability? If we consider, as do many college spokesmen, that the public colleges are of two basic types, then we can answer this question with more precision. One group of colleges are those which are more or less "junior" colleges, in the sense that their major programs are designed to give students equivalent university credit upon transfer. This group includes Medicine Hat College, Red Deer College and Grande Prairie College. The second group includes Lethbridge Community College, Grant MacEwan Community College and Mount Royal College whose chief programs are in the "career" or "applied arts" areas and are designed to give students semi-professional qualifications and training.[61] Speaking largely to the interests of the first group, a college spokesman has observed:

> A general statement that can be made is that the colleges are saying this: 'If we're going to be involved in programs which are at the level of first and second year we want to have a legitimate say in the content of those programs. We aren't granting the degrees and we don't want to. But if our first and second year are legitimate they are just as legitimate as those years within the university.' That's the generality of what we want.[62]

It is the second group of colleges--or rather "career" programs in all the colleges--which have given force to a different but related concern:

> Other kinds of specific concerns relate to the upsurge in vocational programs which have some academic content. This upsurge is double-edged because in a lot of these programs, there is more academic content in a liberal education sense than there is in a business administration transfer program, for example. The concern is that because the "academic" or "liberal" studies content is there, we should be getting recognition for it and should have a mechanism for working out that recognition.[63]

The substantial development of career programs gave impetus to a concern which both types of colleges could share. This concern was the inadequacy of the mechanism of affiliation for dealing with problems of transferability, and especially with problems concerning new types of college programs. The colleges judged this mechanism inadequate because it favored the discretion of universities and not negotiation among equals and because system-wide discussion of general articulation problems and opportunities was negligible. As one college spokesman expressed it:

> Our position has been that no one institution should finally determine what is going to happen. What happens should be the result of a process of negotiation and if agreement cannot be reached, it should be referred to a third party. The third party we see playing that role is the Council on Admissions and Transfer. I can understand the universities' hesitation to grant to colleges an absolute right to determine the first two years of a program. There has to be discussion back and forth. But the decision has to be the result of some form of mutual agreement. If you're going to develop a system-wide solution to the transfer problem, you can't have a situation in which you accept only favorable judgements. Institutions have to be prepared to yield to the system some powers, rights and autonomy.[64]

In summary, the colleges sought increasingly to enlarge their independence in program determination as their own institutional development and community expectations seemed to require. Of necessity, this meant challenging the concept of affiliation--the very connection which gave the six public colleges their prestigious beginnings, at least in the eyes of their local communities. In time, their challenge to affiliation led to their abandonment of it altogether as particular grievances concerning both the necessity of and procedures for obtaining university approval proved too irksome. A forum for negotiation and decision making which did not give inordinate power to university opinion came to be advocated by the colleges. The Mowat proposal in 1971 was a step in this direction but it did not go far enough toward meeting the interests of the colleges as they had come to understand them. The colleges' endorsation of the Colleges Commission's Trial Proposal in 1972 and of the Coordination Policy of the Department of Advanced Education in

1973 must be seen as the most obvious displays of their interests. To what extent and in what manner their interests were realized is a judgement we will make later.

The Interests and Objectives of the Universities

If, overall, the colleges sought to enhance their autonomy, the universities, overall, sought to protect theirs from encroachment by the colleges, by the Colleges Commission and by the Department of Advanced Education. Thus, early on, the colleges' challenge to the concept of affiliation was met always with a concern not to allow any changes to jeopardize what the universities regarded as the quality and integrity of their particular degrees. According to Mr. Doug Burns, a university official long-acquainted with the transfer question, the basic concern was this:

> The majority of faculties at the university felt that there was a considerable difference between an introductory level course and a more specific, higher level course in a subject area. They felt that if the university is ultimately to have to put its label on the individual and certify that person as having met the same standard as somebody within the university, then all parts of the degree must meet the same requirement.[65]

According to Burns, this concern became increasingly difficult to present to the colleges because those who raised it either did not understand nor did they want to accept the developing ambitions of the colleges and the government that these institutions become less "junior" colleges and more "comprehensive" colleges. Says Burns:

> Something which is rather significant in this whole controversy is this: The Universities have always really thought of the colleges' offerings as being arts and science courses with a few professional courses in business administration and commerce or something like that--courses that could be used as options or approved options in a university program. They never thought of the colleges as trying to establish their own two year programs that really were associate arts degrees or diplomas as in the

> American system. I think there was ample evidence to show that many of the reservations the universities initially had were well-founded because in the enthusiasm for getting started there was a tendency in the colleges to want to do all things right away. In many cases, the colleges were not set up to offer the sequence of university courses because they had to have people--from their staffing point of view--who could teach in several disciplines. Thus, they could not provide the staff that affiliation required in a university program.[66]

However, in response to the desires of the colleges to alter affiliation and as a specific counter to the Colleges Commission's interest in some form of accreditation, the universities expressed another main concern:

> The other point that some faculty got very concerned about was a wide proliferation of courses in the colleges and, at some point, college transfer students having to get into a university program. If you had too many different approaches to programming in the colleges, it makes it difficult to place students properly and it's the student who usually suffers. These people have been anxious to protect the student and this caused the university to be more cautious, protecting people against their own follies as it were. I'm not sure they should have taken up this role--it was controversial--but they did.[67]

To this point we have emphasized the basic concerns of the universities as they first arose. This is because the objectives and positions they adopted as the transfer controversy developed were rooted in and derived largely from these on-going concerns. Because the universities regarded the affiliation relationship as a kind of guarantee of the quality of university offerings in the colleges, they did not wish to abandon it. When the colleges refused to sign such agreements with the advice and support of the Colleges Commission, then university discretion over advanced credit and some scrutiny of the admission status of college transfer students seemed even more necessary to some. Further, any system-wide forum for decision-making on college-university articulation would have to take into account the individual character of each university's programs and would have to respect the principle of university discretion in cases of dispute because, after all, the university granted the degree. The Mowat proposal in 1971 seemed to meet these requirements and it was more or less acceptable to the universities for the reasons that it was less than satisfactory to the colleges. Therefore, the universities' acceptance, in principle, of the Mowat Report and their complete opposition to the College Commission's Trial Proposal must be regarded as one of the most obvious displays of their interests to the end of 1972.

However, the response of universities to the transferability policies of the Department of Advanced Education reveals that some new interests emerged after 1973. No longer could university discretion over transferability matters be preserved in its traditional form. The question now was not so much how to preserve traditional exercises of autonomy but what encroachments upon it would be permitted. Also, it was vital to the universities that they answer this thorny question for themselves rather than have the Department or the Minister answer it for them either by setting admission standards for all post-secondary institutions or by arbitrating admissions and transfer disputes, as the "Coordination Policy" proposed. The desire to prevent the Department's involvement in a matter which universities regarded as entirely a concern of institutions produced the negotiations of January to May, 1974. This desire even made, for a time, allies of the colleges. The dynamics of these negotiations and their outcome is essentially a matter of political resources, strategies and tactics but we will consider these later.

The Interests and Objectives of Government

The quota of interests offered by government was considerable throughout the controversy and the "Coordination Policy" of the Department of Advanced Education should not be seen as entirely surprising if we consider the governmental attention college development had attracted during the late 1950's and mid-1960's. Gordon Mowat has expressed the view that the development of the Department of Advanced Education as a coordinating agency was partly the legacy of earlier times and tensions. He explains:

> The period up to and culminating in the Stewart Report was characterized by a growing dissatisfaction and some hostility on the part of the officials in the Department of Education with the universities. Members of the Department had worked for years to try to liberalize the conditions governing entrance to universities --through various boards and committees using debate and force of persuasion to cause the universities to agree to changes. Some members of the Department despaired of making any progress. They reached a point of feeling they might have to try to generate a position from which they could solve the problem by the use of authority.[68]

The result was this, according to Mowat:

> A change occurred over time: government, instead of leaving the debate to colleges and universities or tending to have a minor part in it, came out into the open more. It tended in budget priorities and other subtle ways to "side" with the colleges. I would characterize some of those years in the sixties as a period in which government took its first early steps--almost unknowingly without enunciating where it would end up--towards a position of coordination. It developed the readiness to arbitrate, to solve problems which it perceived, even then, to be disadvantageous to the development of an adequate education "system," in the broad sense.[69]

In particular, Mowat recalls that this changing view of government prompted the establishment, in 1970, of the committee to review affiliation, a committee which he chaired. Mowat explains:

> The chairman of the Universities Commission at the time--he had very close contact with the government--believed that the temper of government with respect to the college-university relationship

> had risen to the point where some unilateral action might be taken if the universities didn't show greater concern and make an effort to respond to college initiatives on the matter of transfer to see if some of the issues which had long been debated could not be resolved. The growth of public pressure and interest really brought government to the point of saying "do something or else" but it said this in a subtle and non-public way. Obviously, the government wasn't prepared to accept that which it viewed as being a continuation of the domination of the universities over the conditions of transfer. Also, the colleges at this time had the view that if the government moved in an authoritative way to solve the issue the solution would be favorable to the colleges.[70]

However, Mowat's recommendations of June, 1971, were not implemented. This was because, initially, the election of a new government in August, 1971, delayed their consideration and because, later on, the new Department of Advanced Education showed that it did not favor them. What particular governmental interests are revealed in the actions and policy proposals of the Department of Advanced Education after August, 1971?

First, the creation of the new Department, itself must be considered as the earliest and one of the most fundamental expressions of the interest of the new government to gain firmer financial and managerial control of post-secondary education. Also, the abolition of the Commissions with the absorption of their functions by the Department can be seen as an even more obvious expression of this same interest. As well, these decisions likely reflect certain bureaucratic tendencies and political ambitions of both the outgoing and incoming governments. Extending the observations of Mowat about the desire of some bureaucrats and politicians in the previous Social Credit Government to have post-secondary education coordinated as a single system, Reno Bosetti suggests that the Progressive Conservative Government during 1971-73 executed a development which had already begun. Says Bosetti:

> It is interesting that before the change in government, the Colleges Commission was asked to undertake a planning document, Master Plan Number One, so that the Minister--Robert Clark at the time--would have an alternative perspective on how the post-secondary system might be coordinated. I would say that Clark was interested in a single coordinating agency but as to a commission (I recommended this in Master Plan Number One) or a government department, I don't think he was fixed on either. However, I think that a single coordinating agency would have been established independent of whatever form of government we would have had . . . . The decision was to phase out the Commissions was long in coming because in the Colleges Commission, there was general agreement that we had a fragmented system with the cabinet having to exercise the overall coordination but not having the time or expertise to do so.[71]

Thus:

> From a politcal perspective, the new government found itself with a fragmented system, with competing demands and a basically unsuccessful Universities Commission. This Commission was not able to make decisions on university programming. The Colleges Commission was reasonably successful in programming but there was some demand from it to create a coordinated system. As interdependencies grew (and quarrels between universities and colleges developed), the government came to recognize the need for a single coordinating agency. Of course, there was the question of how do you do it--do you use a commission or a department of government to coordinate? The fact that the Department of Advanced Education had already been created tipped the balance in favor of a department.[72]

While the Department's establishment as the coordinating authority was a concrete expression of the objectives of the government to increase control over post-secondary education and to "rationalize"[73] a fragmented system, it is not entirely clear why these interests took this particular expression after August, 1971. Two main explanations can be identified. Bosetti's comments characterize one explanation:

> I think the decision of the government to abolish the commissions was based on the recommendation of the Worth Report in June, 1972, because the government came forward with a single commission in its 1971 platform but didn't implement this. If there was an influential factor, it had to be the Worth Report.[74]

The other explanation, characterized by W.E. Beckel, President of the University of Lethbridge in 1971, is this:

> It wasn't surprising to me when the Conservatives were elected to find that the Worth Report, which I was convinced would recommend the amalgamation of the two Commissions in one post-secondary commission, suddenly got changed. It came out with the recommendation to eliminate them. The Report reflects the politics of the government that got elected. There was no way Worth was going to say that they shouldn't disappear--if one were politically astute. The Commissions were bound for slaughter when Lougheed was elected. The creation of a Ministry of Advanced Education, the policy that Ministers would become ultimately responsible for all affairs within their jurisdiction, and the fact that the Commissions were seen by that party, that premier and that government as removing the government from direct contact with the people, meant that the Commissions were doomed.[75]

These explanations are to some extent competing. The first explanation suggests that the interests and ambitions of the Worth Commission became, in a sense, those of the government of Peter Lougheed after June, 1972. The second explanation suggests that a politically astute Commissioner recommended actions which he recognized would be favored, indeed, already were intended by the political party which became the government in 1971. In any case, whether the government's action reflected primarily the influence of the Worth Report or the previously established partisan intentions of the Progressive Conservatives (or, indeed, the preferences of the premier or the Cabinet and the consonance of these with the Worth Commission's recommendations, independently formulated), the action taken proved controversial, especially when Worth became the Deputy Minister of Advanced Education.

Immediately upon Worth's appointment, institutions of post-secondary education could expect that the Department's objectives regarding transferability--at the time as escalating and increasingly public dispute--would reflect Worth's known views. Not surprisingly, the Department chose to treat transferability as an aspect of coordination. Thus, the transferability proposals of the "Coordination Policy," the meeting of December 19, 1973, and the eventual establishment of the Council on Admissions and Transfer in September, 1974, together reveal the other main objective of the government. This objective was to obtain a settlement of the transfer issue which would reflect certain principles of system-wide coordination which the Department favored. Here is how a departmental official saw this intention and its realization:

> The meeting of December 19, 1973, culminates and legitimizes the explicit interest of the Department of Advanced Education in the transfer issue as an aspect of coordination. It represented a shift in attitude on the part of the government from one which previously thought it appropriate to leave to institutions those matters which they thought were in their discretion to one which asserted that, because of the public interest being involved, certain matters were properly within the purview and responsibility of government.[76]

In summary, the main interests of the government as they relate to transferability were most evident in the decision to create the Department of Advanced Education in the first place and, subsequently, in the policy and initiatives of that Department during 1971-74. The chief interests reflected in such policies and initiatives were, in general, the desire to arrange governmental control and surveillance of all post-secondary education to order a fragmentary system and, in particular, to settle the transferability issue as an aspect of the desire for control and order. If, from the Department's point of view, the transferability proposals in 1973 were a genuine indication of substantive intent and were not primarily strategic and tactical, then we can conclude that the settlement of this issue necessarily had to limit, if not eliminate, the traditional discretion of universities regarding college-to-university articulation. We have seen that the desire to limit the discretion of universities in transfer matters was evident within the Social Credit Government in 1971, though the manifestation of them was never as controversial for this administration as it was for the Progressive Conservative Government. This is because, after 1971, the "doctrine" of coordination--whether primarily partisan or bureaucratic in origin --was central to the pursuit of the Government's interests. The most obvious and specific expression of these interests was the "Coordination Policy" of 1973 and the reorganization of the Department of Advanced Education to execute that policy.

IV. THE RESOURCES AND STRATEGIES OF THE ACTORS

Introduction

In this section we seek to answer two main questions: (1) What political strategies did the actors use to advance their interests and deal with opponents? and, (2) what political resources affected the choice of means? As Chapter 1 has already shown, an analytical and interpretive framework which relies upon the identification of political resources and strategies involves a few important assumptions. These assumptions deserve restatement at this point.

First, we consider a political resource as "anything that can be used to sway the specific choice or strategies of another."[77] For this reason, the identification of political resources is a difficult task and complete precision is never possible. As Simeon has observed:

> Political resources are subtle and complex. No fixed a priori classification of resources will suffice. Resources are rooted in the social context, the issue and the time, and, even more important, in the minds of the participants. Not only does the balance of resources vary . . . but also it is continually shifting. . . .[78]

The second assumption relates closely to the first. It is that resources have a significant subjective dimension--to some important degree, they reside in the minds of the actors. Again, Simeon assists in clarifying this key point:

> The allocation of resources . . . varies greatly according to the subjective perception of the actors. A psychological dimension enters into their calculations about their own and others' resources. This stems from the ambiguity and uncertainty in the [political] process. . . . In a real sense, therefore, an actor's resources depend on what resources he believes he has and what others believe he has.[79]

Thus:

> . . . subjective considerations [regarding political resources] may help to explain some difficult problems in assessing the influence of one actor over another. Often it is impossible to point to a specific legal sanction by which actor A influences actor B. In such situations, the best answer is probably that B believes--or A has persuaded him--that A has power. Actor B acts on this belief, even though the reality, which no one can be sure of, may be quite different.[80]

A third important premise is that political resources are usually double-edged--most obviously, one actor's resources are often another's constraints. Constraints may be defined as "those factors which serve directly to limit the ability of actors to persuade others and to engage in certain tactics and strategies."[81] According to Simeon, this means that constraints are not simply a matter of slack or unexploited resources; that they are not merely the absence of sanctions, but are "positive deterrents" to action. Therefore, along with resources, we must consider constraints; we must identify both those factors which help an actor pursue his interests and those which limit his pursuit of them.

Merely the possession of political resources will not secure success for an actor, they must be exploited in various strategies and tactics which advance an actor's interests. Thus, our fourth assumption is that resources and constraints will affect an actor's choice of strategies--his general approach to an issue and to his opponents and the particular inducements, action, moves and countermoves that he will use. "In general," says Simeon, "we should expect an actor's tactics will be dictated in part by his assessment of his own strengths and weaknesses"[82] but we will need to wary of "viewing the actors as perfect Machiavellians who judge various tactics simply on the basis of their effectiveness in maximizing goals. . . ."[83] It is a more realistic view, Simeon says, to consider "that the means themselves may be as important as the ends."[84]

Finally, we assume that the social and institutional context in which the transferability issue arises and develops is not just a "background"--historical, legal, and structural--but a strategic environment. Traditional practice, existing legislation, the state of government policy, the structure of government, the climate of opinion and ideas and the sites and procedures for decision-making--these constitute resources for some actors and constraints for others; they present either opportunities or limitations for actors in their choice and effective use of certain strategies and tactics. In short, we assume that a great deal more than an actor's intense concern for his interests matters in any effort to realize it.

In summary, the main concern of this section is to understand how the actors attempted to wield influence and what resources favored the means they chose. In the next and final section of this chapter, we will see how the decision to create the Council on Admissions and Transfer and the powers given to it reflected, in varying degrees, the interests and influence of all the chief actors. In particular, we will try to judge which actors' interests and influence were paramount in the policy outcome achieved and what main factors account for this paramouncy. Of course, the unequal distribution of resources and the differential effectiveness of the actors' strategies will be the most important of these explanatory factors.

The Resources of the Actors

What kinds of political resources were of the greatest importance in the transfer controversy and what was the allocation of these resources among the actors?

Legal authority. Perhaps the most "objective" kind of political resource is legal authority, that is, the legitimate right to action embodied in statute or subsidiary legislation (regulations). To the extent that legal obligations, legal powers, and the right to give or withhold consent permit certain choices for actors in a political situation, they are political resources. To the extent that legal requirements and jurisdictional limits restrict the actions of actors in a political situation, they are constraints. This means that legislation relevant to a controversy confers both resources and constraints upon actors in that controversy. Thus, changes in legislation, especially as regards the locus of legal authority to give or withhold consents on matters important to a controversy, affect the distribution of political resources among actors.

The legislative changes introduced by the Conservative Government in 1973 illustrate the nature and importance of legal authority as a political resource. The most notable feature of the amendments to The Department of Advanced Education Act, The Universities' Act and The College Act, passed in 1973,[85] was the enlargement of the Minister's legal authority to make regulations and to give or withhold his consent regarding almost any matter concerning post-secondary education. Ministerial authority was enlarged, of course, by reducing, conditioning or eliminating altogether the legal authority previously held by post-secondary institutions, by the Commissions, or by the Universities' Coordinating Council. For example, when the Commissions were abolished, the Minister of Advanced Education assumed all of the powers and duties they previously held. In the case of the public colleges, this meant that admission requirements set by a college board for its students were subject to the Minister's approval and that affiliations with Alberta universities were permissible only "if the Minister first approves of the affiliation."[86] In the Universities Act, the powers of general faculties councils to regulate admissions and university degree requirements was not altered, nor was the right of the Coordinating Council to set minimum standards for affiliation. However, the legal powers of these bodies were conditioned by the Minister's right to approve all affiliations and "to make regulations providing for the coordination of programs and services between universities, public and private colleges, institutes of technology, agricultural and vocational colleges and vocational training centres."[87] In summary, the legislative amendments of 1973 made the Department of Advanced

Education the most important actor in the transfer controversy because it came to possess the lion's share of the political resources located in legal authority.

Support. One of the most important political resources is support for one's cause. In general, support is the assistance, approval, loyalty or encouragement that an actor receives from other actors, individuals or attentive publics. In essence, it is something lent to add to or promote another's own efforts to secure an end, a position, a policy or a decision.[88] Concretely, support consists of public statements which commend an actor, usually at a strategic time--when, for example, that actor is embattled or is seeking some decision in the face of determined and strong opposition.

In the case of the transfer issue, it is clear that the political resources of the colleges were increased when the ambitions of the College Commission regarding transferability became the policy of the Department of Advanced Education in 1973. As these two observations exemplify, the Department's support for the position of the colleges had important effects:

> I think the Kolesar-Fast recommendation--by itself--would not have had a great deal of impact. It probably would have hardened the position of the universities--except for the pressure from the Government. It came to be recognized that the Government was pushing for change in this area, that it meant business and that it was looking with some favor on the recommendation of the Colleges Commission. In fact, you saw the language of Kolesar and Fast in the proposals of 1973 on the Government's side. So these two things together got the universities moving.[89]

And:

> It would have been acceptable to the colleges if the universities were forced to comply with the December, 1973 transferability guidelines. It would not have been acceptable to the universities. I don't know that the universities had too much doubt about the

> strength of their own position but I think they had some serious doubts about the Government's recognition or tolerance of it.[90]

The Department's active support of the colleges prodded the universities into action and they were not able to maintain their traditional position on transferability. Their position was progressively weakened by the Department's actions during 1972-73. Increasingly, the colleges possessed a considerably strengthened position in discussions with the universities concerning transferability, as the negotiations of January through April of 1974 revealed. In those negotiations, the colleges were able to withhold their agreement from the policies which the universities favored despite the legal authority of the Universities Coordinating Council to set minimum standards of affiliation. In summary, the approval which the Department gave to the idea that the policies and mechanisms of college-university transferability had to be substantially modified served to confer political resources upon the colleges and constraints upon the universities.

Expertise or skill. This category of political resources concerns both technical expertise, related to the acquisition and use of information and knowledge and political skills, related to the exploitation of resources and the choice of effective strategies and tactics. It is apparent that technical expertise and political skills are derived from other political resources in combination. For example, technical expertise is the product of the time and attention officials can give to a matter, their knowledge, experience and know-how and the money and manpower which is available to assist them. Time, attention, money, manpower, knowledge and know-how, in combination, are the classic components of bureaucracy. Together they create a technical competence and a generalized organizational capacity for study, preparation and action, which can be a political resource. The establishment of the Department of Advanced Education in 1971 and its considerable expansion during 1973 certainly involved the creation of political resources in the form of bureaucratic expertise. The Department's knowledge of the several issues involved in transferability and its comprehensive understanding of the positions of interest groups helped to determine what approach to the resolution of the controversy it could take, what efforts at persuasion would not be successful and what inducements could be used to encourage productive negotiations between the colleges and the universities.[91] In short, the Department's political resources of technical expertise increased its capacity for influence.

Similarly, limitations in an actor's skills can present political constraints. Some of the constraints which faced universities, for example, during the transfer controversy were limitations of expertise or skill:

> One of the problems we've had is that the university has been speaking for the past decade or so with multiple voices and the voices don't always hear each other. And people from colleges--students included--who had honest intentions and seriously wanted reliable information got different information depending on which voices they listened to. This was an internal deficiency of the university with respect to the issue of transfer.[92]

And:

> Early in the discussions with the new Department, the university was represented by people who certainly were equipped in terms of position to speak for the university but, in several instances, were not people who were internally involved in the details of transfer and the problems which arise with it. This was one of the prime difficulties in negotiations.[93]

Also:

> Sometimes decisions were made by General Faculties Council adopting abstract solutions to rather complicated problems. This was done on only partial consideration of the complexities of the situation. That body itself lacks the expertise to recognize all of the difficulties you can get into with such solutions.[94]

Specific political skills are difficult if not impossible to identify. However, the most important ones in the transfer controversy appear to have been the ability to exploit political resources, to devise tactics which took the best advantage of prevailing circumstances, and the ability to create policy alternatives which, by persuasion or inducement, others could adopt or adapt through negotiation and compromise. We are able to recognize indirectly some of these skills when we examine the differences among the actors in their choice of strategies and tactics, the considerations which informed their choices and the results which chosen strategies and tactics seem to have had. For example, the ability of the Department of Advanced Education during 1973 and 1974 to force all other actors to react to its proposals and its deadlines seems to have been as much a matter of skillful strategy and tactics as it was the Department's possession of political resources in the form of legal authority. In response to Departmental initiatives (and threats), the universities did move more quickly than previously to negotiate directly with the colleges. Also, a system-wide forum for dealing with transferability --the Council on Admissions and Transfer--did result. We must now take a closer look at the strategies which actors chose to advance their interests and the role of particular resources in the actors' choices.

The Strategies of the Actors

Because of the variety of strategies possible, some classification of them must be attempted at the outset. In this effort, the works of Herbert Kaufman, Robert Dahl, Charles Lindblom and Richard Simeon will assist us. First, what are political strategies? According to Kaufman, these are "courses of action devised and pursued by participants in the contest for political stakes to increase the share they obtain for themselves or for those they favor."[95] Further, Kaufman suggests that political strategies are of three main types or classes, namely, (1) those designed to determine who gets public office and employment, (2) those designed to manipulate the structures and procedures of government and of parties, and (3) those designed to influence policy deliberations, policy adoptions and policy enforcement without regard to who holds public office and regardless (more or less) of structure and procedure.[96] In this case study, all classes of strategy are evident but strategies of the third class were the predominant choices of the actors. As a strategist in the transfer controversy, the Department of Advanced Education was, however, exceptional. It, alone among the actors, was able to use all three types of strategies while the colleges and universities were restricted largely to using persuasion to influence policy deliberations. As we should expect and as we shall see, this was largely because of the particular resources which this actor possessed.

Selecting officials.

The underlying premise of the first class of strategies is that he who selects the officials also shapes the character of public policies. The appointment of Dr. Walter Worth as

Deputy Minister of the Department of Advanced Education and the subsequent absorption of most of the Colleges Commission staff by the Department certainly reflects the strategy of having in public office men who were "right" for the job from the Government's point of view. Indeed, at the time of these decisions, Mr. James Foster, the Minister of Advanced Education evidenced this strategy by his public comments.[97]

Manipulating structure and procedure. The second class of political strategies was reflected in the reorganization of the Department after January, 1973 and in the passage of legislative amendments to the *College Act*, the *Universities Act* and the *Department of Advanced Education Act*. These actions were designed to effect major structural and procedural changes in the coordination of post-secondary education and, simultaneously, to create the very political resources of bureaucracy and legal authority which would be required to sustain this strategy. Departmental officials and those who approved and condemned such changes knew the strategic importance of what the Department was doing. "No change in organization, no modification of procedure can be instituted without affecting some political participant," says Kaufman, and "it is the strategy of almost every participant to make the structure and process he approves as enduring as possible."[98]

Affecting policy adoption: persuasion and inducement. Contestants for political stakes and influence may not succeed in influencing the selection of officials whose jurisdiction affects their interests. Likewise, an actor may fail in his efforts to make structure and procedure the implements of his political strategy. However, such actors are not left without means to advance their interests. Alternatively, actors can try to affect the deliberation of policy and its adoption. Because they cannot pursue their interests by the selection of officials or by controlling organization and procedure, they must use what Robert Dahl calls persuasion and inducement.[99] These are, in themselves, broad categories of the "means of influence," as Dahl concedes, but, however broad such concepts may be, they point to some important differences in how influence is attempted and what different effects are intended. "Influence by means of communications that provide information (correct or misleading) about the advantages and disadvantages of alternative courses of action can be called persuasion."[100] according to Dahl. In contrast, influence by means which "bring about a change in the nature of the alternatives themselves by adding advantages to an alternative or imposing new disadvantages on an alternative, or both, can be called inducement."[101] For Dahl, persuasion can be rational or manipulative, the latter being characterized by the communication of false or distorted information. Power, coercion and force are, for Dahl, all forms of inducement since by these means actors are influenced by rewards, sanctions, or both, and by the promise or threat of them. As Richard Simeon understands it, the key differences between persuasion and inducement as forms of political strategy reside in whether an actor means to change the _perceptions_ or the _reality_ of a situation for other actors; whether he means to encourage action or force reaction. He explains:

> One large group of activities is designed to change the _perceptions_ of other participants about the probable advantages and costs of different courses of action, both for themselves and for others. Here the actors exchange 'information and appeal' in what Lindblom calls 'partisan discussion.' A second group of

> activities includes tactics which actually change the situation and the real costs and advantages of different moves, either by the proposing of new alternatives, through taking unilateral action or through the exchange of threats and promises. . . . Some tactics . . . involve direct exchanges between the actors, while others are more public, designed to bring pressure to bear indirectly.[102]

Keeping in mind these conceptual clarifications, let us now look at the specific ways in which actors in the transfer controversy used persuasion and inducement in attempts to realize their interests and goals.

Tactics of Persuasion

The dominant form of persuasion is partisan discussion--the airing of views and arguments in face-to-face and indirect exchanges among actors. In the transfer controversy, it was a means of influence employed by all the actors and it was the primary means used by the colleges and universities. The fact that the colleges and universities had to rely primarily upon partisan discussion to advance their interests is largely explained by the nature of the political resources each possessed. This fact is important and we will come to an explanation of it a little later. At this point, we want to recognize the major forms which the airing of views and arguments took in the transfer dispute.

One important form of partisan discussion was the effort to define the issue in terms which favored an actor's own interests. What are the possible benefits of this tactic for an actor and what are its likely results? Some of the most important benefits and results appear to be these:

> It is generally true in policy-making that the act of defining an issue--what are the general principles involved, how high are the

> stakes, is it soluble or not, and so on?--is crucial to the final outcome. The act of definition suggests that the problem will be viewed from a certain perspective. A particular set of precedents, prior experiences, arguments, and general rules will be called into play and will structure future action. Equally, others will be ruled out. So when the terms of the argument are defined, the range of possible outcomes is drastically reduced. At the extreme, to state the problem in a certain way is, in effect, to state the final result. Hence, in . . . negotiations, defining the issue itself becomes a partisan process. The actors try to persuade each other that issues should be defined in their way. In practice a large amount of time . . . is taken up in just this debate.[103]

As section one of this chapter has shown, a lot of time certainly was taken up in debating what was at issue in the transfer controversy! Was it the need to abandon the concept of affiliation because it was an outmoded and constraining institutional relationship (the colleges 'win') or was it the need to protect the traditional rights of universities to control the standards of admission and advanced credit in their own programs (the universities 'win')? Was the general principle to be invoked the idea that 'the sending institution should decide transfer credit because it knows the student best' or that 'the final authority for transfer credit must reside with the university which grants the degree'? Was the issue the unresponsiveness of the universities to reasonable requests by colleges or was it the need to contain unrealistic and unnecessarily expansionist ambitions on the part of the colleges? Was transferability really a matter of system-wide coordination, as the Department of Advanced Education and the colleges claimed, or was it a matter of the internal academic policies of a university? And so on, for almost every aspect of the transfer question. This kind of discussion was wide-ranging and diffuse and no aspect of the controversy could be framed in unequivocal terms that would not be debated. However, to the extent that the establishment of the Council on Admissions and Transfer was a resolution of the controversy, the Department's definition of the issue as a problem of system-wide coodination did eventually prevail.

Another form of partisan discussion is to argue the need for a "logical" extension of a present policy. A variation on this argument is the suggestion that a new policy of a certain character will "fit" well with another related policy which is a "progressive precedent." This was one of the main arguments presented by the Colleges Commission when it advanced the Trial Proposal to the universities in June, 1972. The argument was repeated by the Department of Advanced Education in Toward the Development of Provincial Policy for Transferability, the position paper which the Department circulated to colleges and universities in September, 1973. Thus, the Colleges Commission and, later, the Department appealed to the universities to agree to a policy which would give the "sending" institution responsibility for assigning advanced credit because this approach had already been agreed to and was being used by the colleges and other institutions in the non-university subsystem. While it is uncertain what particular impact this argument had upon university opinion at the time, it is certain that the agreement on a transfer policy among non-university institutions was more strategic and tactical than it was substantive. The recollections of a college official regarding this agreement are these:

> I attended a meeting in Edmonton that Ray Fast called in 1972 at which the proposal for non-university transfer was outlined. This was accepted by everyone there and it was seen as a strategy for levering the universities into accepting a similar sort of proposal. It was purely a strategy. Everyone said they would attempt to make it work but, in fact, the transfer taking place at this level was minimal, therefore, it was easy for people to

> accept it. It was the strategy which was the important thing. It was something to point to and say: 'This is what is happening; this is what colleges and technical institutions have done; this is the way these institutions are prepared to treat each other, now, why don't the universities begin to treat the colleges in a similar way?'[104]

The recollections of a university official provide a similar interpretation of the agreement reached:

> One of the really memorable events was the Kolesar-Fast recommendation. I do know that a number of colleges dealt with the recommendation as a strategic or tactical device. Since college officials, saying 'don't quote me on this,' told me that they could not even accept it for transfer between colleges but that they wouldn't state this publicly because they saw it as a good device for moving the universities.[105]

Such recollections as these suggest that the Kolesar-Fast recommendation and the Department's endorsement of it was, in Dahl's terms, an exercise in manipulative persuasion, since misleading information was an aspect of the appeal made to the universities.

Another tactic of persuasion is to suggest that the weight of experience proves the merit of one's position. Thus, the Colleges Commission, the colleges and the Department of Advanced Education pointed to the fact that college students had been transferring for many years and had done well, as far as anybody knew. Favoring the Trial Proposal or a modification of it, they asked: Was not the several years of experience with transfer and the absence of any evidence which might discourage it sufficient to allay the skepticism of the universities toward a common or system-wide transfer policy? In the light of the successful experience with transfer, wasn't a modification of the affiliation relationship a very limited risk for all institutions? Here is how one college official understood this argument and the strength of the colleges' position:

> The colleges generally have maintained that is the responsibility of the college to assign credit. We have felt that if the universities could provide evidence that our students are not comparable to students who have gone to the university straight away, then fine. We will have a look at the students we send them and at the program we're giving them. But the universities simply have not done that![106]

In counterargument to this position, the universities pointed to the 'dangerous novelty' of the Trial Proposal and other policies like it. New levels of study and new courses, not previously agreed to, seemed to be involved in proposed new transfer policies. A main question of the universities was this: Shouldn't successful experience be built upon by extending existing practice rather than discarding it for something untried?

Another persuasive device is to suggest that a certain policy constitutes a 'prominent solution'--it is already popular or has been endorsed in one form or another by all or almost all of the parties interested in the resolution of the issue. Thus, in its position paper of September, 1973, and in the meeting of December 19, 1973, the Department of Advanced Education argued that all groups (including the Universities Coordinating Council) endorsed the establishment of an articulation council for post-secondary education and all but the university favored more comprehensive, system-wide transferability policies. On its 'side,' the Department listed the Colleges Commission, all non-university post-secondary institutions, the Worth Commission, the Alberta Association of College Administration and the University of Alberta Senate Task Force on Entrance Requirements. The Department wondered aloud: Were not the positions and proposals of these several groups largely compatible with the Department's proposals? Wasn't the university's position a minority view and wasn't some compromise necessary on the part of the universities? Couldn't all groups begin immediately to seek agreement on a transfer policy in the general direction which was favored by most of the groups?

Finally, actors in a conflict can try to change others' assessments of the long-range consequences of certain decisions and actions. Thus, while the Department and its supporters pointed often to the benefit for students and for college operation of a system-wide approach to transferability, the universities often tried to foster caution and skepticism about what effects a coordinated post-secondary system might, in the long-run produce. Often, the caution and skepticism was expressed in this way:

> It's really questionable how much extra cost is justified in terms of making it possible for the oddball to keep juggling his interests, his ambitions, his plans without any penalty. That's really what one of the aims of 'greased transfer' involves. The other disadvantage, not a dollar cost directly, is the cost in the calcification of the system. Because, if you're going to have a system which is truly coordinated, then before you can make a decision as point 'A,' you have to check with points 'B,' 'C,' down to 'Z.' If you're going to have to consult and get approval from The University of Calgary, The University of Lethbridge and the college system, no way are you going to make a change easily. The cost in rigidity in the educational process and in the development of programs would be immense.[187]

Thus, partisan discussion--the exchange of information appeals and arguments--was a major means by which actors attempted to influence policy adoption. In part, this was because the actors found persuasion a familiar strategy and generally favored it. In some instances, for certain actors, it was all their political resources seemed to allow. In any case, all forms of partisan discussion were designed to secure acceptance of an actor's position and to reject others' arguments; to convince others of the validity and strength of one's position and to point out consequences which others either had not considered or had downplayed. Such tactics in persuasion clearly were varied in form but not in aim. They were designed to change the perceptions of actors about the probable benefits and costs of different actions, both for themselves and for others. Alternatively, an actor can actually change the situation for other actors; instead of persuasion, he can use inducement. How is the exercise of influence by inducement different than persuasion and how important was this type of influence to the policy outcome of the transfer controversy?

Tactics of Inducement

The key feature of all tactics of inducement is to alter the actual situation which confronts other actors forcing them to react. One obvious and important way to do this is to take the initiative posing alternatives which others have not considered or do not favor. The Department of Advanced Education, after its effective establishment in mid-1973, consistently took this approach. This tactic was certainly reflected in the preparation and circulation of Toward the Development of Provincial Policy for Transferability in September, 1973. A Departmental position paper (except in name), this document was designed to reveal what the colleges and universities might do to solve the transfer problem in the face of what the Department said it would do by January, 1974. The Department's suggestions and declaration of intent which this position paper contained was a clear inducement to action, especially for the universities. The Department said that "prolonged discussion, debate and investigation" on transfer problems was not in the public interest and that "an ideal solution to which all agree is remote." Against this background, the Department said it had set for itself two main tasks:

> First, it will develop policies and guidelines which will be a "best fit" solution to the problem. These it will implement by January 1, 1974. Second, it will create a mechanism whereby the effects of these policies and guidelines may be monitored and . . . revised.[108]

Further, said the Department:

> Hopefully . . . between now and January 1, we will be able to reach agreement as to what should be the content of [these] policies and guidelines. However, the time frame adopted requires that we take immediate action. . . .[109]

The Department's proposal that an agreement on transfer policy be achieved by January 1, 1974, reveals other associated tactics of inducement: try to determine the timing and the agenda of partisan discussion or negotiations. The meaning of the Department's restrictions of time and agenda was clear: 'ignore the time limit and agenda and be faced with a transfer policy that might not be acceptable to you.' It appears that the Department's inducements here were both positive and negative, that is, both rewards and sanctions were being promised. Involvement in negotiations promised the possibility of a transfer policy being agreed to which would be acceptable to an actor; ignoring the urgencies of time and topical deliberation promised the establishment of a policy by the Department itself, a policy which an actor might find less than satisfactory.

It is apparent that the Department's proposal, its expression of urgency and its imposition of a deadline did not produce quickly the results it desired. That the results sought did not materialize by the end of 1973 seems to have been due to both a misunderstanding of the Department's objectives and to counter tactics by the universities. The impressions of one university official regarding the period September to December, 1973, are these:

> In relation to transferability, Mr. Bosetti's opening remarks at the meeting of December 19, 1973, implied that (a) the Department was present to state its position, not to negotiate and (b) previous consultation had taken place in September with all the parties concerned. I was unaware that the September meetings were seen by The University of Alberta, for example, as final discussion prior to firm policy guidelines. Certainly, the September document circulated by the Department implied a continuing process of negotiations. There was a meeting in September, 1973, at which there were representatives of the University but the expectation was that there would be further consultation rather than a formal proposal being put forward by the Department for acceptance. From our point of view, what happened between September and December was that nothing happened until December, 1973, and then it was almost a fait accompli--a final position which wasn't formally approved was put forward by the Department. It took us by surprise.[110]

Another university official has these recollections:

> There is no question that the University dragged its feet. The matter of transferability had been brought to General Faculties Council several times and discussions were postponed, delayed and put off and what discussion there was seemed relatively superficial. Essentially, no action was taken. Insofar as the University can be faulted on this issue--and I'm sure there is blame on both sides--it is the treatment General Faculties Council and the University gave to the issue.[111]

The view of Dr. Worth regarding developments during September to December of 1973, gives most attention to counter tactics by the universities. He suggests that 'misunderstanding' of the Department's objectives was both real and tactical:

> That meeting of December 19, 1973, was meant to be a culmination of a long series of consultations and there had just been a hell of a lot of meetings. I am surprised that someone would use the term 'surprise package' to describe the Coordination Policy and yet I'm not surprised at this reaction by some, for two reasons: First, some of the institutions sent people to that December meeting who had not been involved in earlier discussions. Secondly, one of the typical strategies which the university sector in particular has tried to use in response to anything the Department does, is to express surprise about how arbitrary the Department is and about the lack of consultation. And, of course, in the university community, it is easy to say that because you

> really can't consult and communicate with everyone. But that's a typical strategy.[112]

In many respects, the "Coordination Policy" and the meeting of December 19, 1973, which was associated with it were a repeat by the Department of its earlier tactics of initiation, timing and agenda determination. In addition, the December meeting revealed a new and, in its effects, more influential Departmental tactic: threat. As regards the December meeting, Mr. Reno Bosetti has observed:

> The purpose of that meeting was two-fold. We dealt with coordination in general as well as transferability in particular. On the transferability question, the purpose of the meeting was to bring people together to discuss a "position paper," if you like, which was a blend of the Kolesar-Fast proposal and the Mowat Report and which tried to bring together opposing views and effect a compromise or synthesis of views. He wanted to get people aware of a possible way of resolving the transfer issue. We had no intention of intervening as a department of government to actually control transfers. However, it was no surprise to me that many university people saw the position we took as more sympathetic to the position of the colleges. It was, but it didn't give the colleges what they wanted either (for example, one member for each institution on the Articulation Council). We really presented a position which nobody liked.[113]

From the Department's point of view, says Bosetti,--this position had both strategic and substantive value:

> The strategic value was that a threat was implied: if the two groups could not get together and agree to something that was acceptable to the government and to the institutions, then legislative action would be taken. The transfer proposals had substantive importance too because they invited institutions to look at what was possible in terms of policy and procedure.[114]

It appears that the Department's promised threat of legislative change--though no specific legislative provisions were ever identified by the Department for amendment--was well understood by the other actors, as were the implications of the threat. Here is how several individuals who were present at the December meeting understood the Department's stance and message:

> I think all institutions went to that meeting with a relatively positive attitude saying 'yes there's a real problem and we've got to clear the air and get down to solving it.' There were certain defenses existing before the meeting and these became more manifest as the meeting went along, in part, because of the approach of the Department. It's approach was to give a not-terribly-veiled threat, saying: 'We've called you together and we're asking you politely to get together yourselves and solve this problem and we're saying under our breath--but hear us loud and clear--that if you don't resolve it, we will. We'll legislate a resolution and wipe out everybody's autonomy.' As well, I think it was the purpose of the government to give public visibility to what it was saying, which was: 'we're forcing these institutions to take action; we're recognizing you, the public, in attending to this problem, we're acknowledging with some regret that institutions have not solved it to this point and we're saying to them--solve it.'[115]

Here is another impression:

> The purpose of the meeting was to transmit information about the Department's policy, it was not to reach agreement among the parties concerned. Despite the use of the terms "consensus" and "mutual decision-making," it was clear the Department was merely providing information about policies and procedures which it intended to implement in January, 1974. The government recognized that by virtue of existing legislation that the university had the final say with respect to the credit which could be given for transfer courses. However, the statements by both Mr. Bosetti and Mr. Foster made it clear that, while the university was favored in the present legislation, the Department would not hesitate to change that legislation. Now there were words used to this effect: 'we're not waving a big stick but its sitting there in the corner.'[116]

And another:

> The meeting of December 19th, 1973, was a circus not a meeting--it was 150 people or so gathered together at The Northern Alberta Institute of Technology to listen to Worth, Bosetti and others tell us what the "new order" would be. None of us know what the terms of reference were for the meeting or whether we represented our institutions or ourselves. There was threat and there was inuendo and the Minister was backing his officials. He said he believed in what the Worth Report said and he was indicating through his officials and his own comments that things were going go change--the day of the dominance of the university was over.[117]

It is apparent that the transferability proposals of the Department and its threat of legislative intervention produced immediate and specific reactions on the part of the other actors.

The immediate reaction of the universities, under the leadership of The University of Alberta, was to request that the implementation of transferability proposals, including the establishment of the proposed Articulation Council, be delayed so that the universities and the colleges could try to devise a solution of their own. This request was itself a tactic of inducement directed to both the Department and the colleges. Both acceded to the request. Why, in each case, was this tactic successful for the universities?

In the case of the colleges, this seemed to be mainly because "they thought they could get something better"[118] and because they, too, had some reservations about Departmental intervention. A college official explains:

> In 1974, with the threat of government intervention, we felt the universities became very, very cooperative--'a cooperation born of desperation' as someone in the university expressed it to me. But, to some extent, the colleges were concerned about government intervention and the autonomy of educational institutions, though we thought it was helpful to have the "hammer" of the Department of Advanced Education behind the whole thing. Our attitude to the universities was essentially this: Yes, if we can work something out, let's not involve a third party. It was our understanding that the Department did not want to control transfers and that it was saying essentially 'sure, if the job's getting done, we'll pull back.'[119]

The reasons for the Department agreeing to the request are interesting since they reveal tactical considerations as well. Initially, on the 23rd of January, 1974, the Minister of Advanced Education, Mr. Foster, said he rejected the request for delay. However, by January 31st Foster had changed his mind. Why did he do this? Bosetti says the most important considerations for the Minister and the Department were these:

> The reason for permitting the delay resides in the overall solution we tried to impose or generate. That solution was one of

> getting institutions to delegate a major part of their transfer responsibility to a council. Now this solution really required a willing delegation of responsibility. We could not get a willing delegation unless the institutions were prepared to cooperate with each other. Effectively, had we persisted in insisting that the universities act following the December meeting, all the universities had to do to stop the operation was to refuse to appoint anyone to the Articulation Council--that's all they had to do. So, although, the Minister, said he was not prepared to accept delay, he did not have the legislative authority to impose that kind of solution. But Mr. Foster said he wanted it done now. We talked to him about it. Mr. Foster backed off from his original position. Thus, there was a rethinking about how we could really get the institutions to cooperate. So, we again invited nominations to the Articulation Council. In fact, we had all the nominations well before the Council was formed.[120]

Thus, it appears that the request for delay seemed to provide, in part, a "way out" for the Department. A search by the universities and other post-secondary institutions for a transfer solution of their own meant that the Department would not have to try to "make good" a threat it could not, in its own judgement, carry out at the time. Also, it seemed to the Department that, should the search by institutions for a solution fail, then its own solution would be seen as necessary perhaps even acceptable after all. This possibility was also an imporant reason for the Department's willingness to wait, as these explanations reveal:

> The essence of the appeal from the university presidents was 'give us some time to see if we can solve the problem.' We said: 'allright, we'll give you a chance.' Finally, they supported the CAT proposition. It worked, from our point of view, beautifully. We were anticipating that. But an alternative outcome would probably have been acceptable to us as well because it would have meant that the institutions themselves would have put in place a mechanism that would deal with the issue. We didn't think they could--but we gave them the chance.[121]

And :

> The whole idea was to give the approach of the universities a trial and if they couldn't solve things, CAT would be implemented. Actually, we could have set CAT up in May, 1974--we had the membership, we had the nominations. We didn't. We wanted to make

> sure that we were not viewed as stepping in and taking arbitrary action. These were very difficult times in terms of the credibility of the Department.[122]

The Presidents' Meetings: Negotiation and Compromise

Immediately following the Minister's "yes" to the request for delay, the Universities Coordinating Council arranged a series of meetings among the presidents of post-secondary institutions. From a tactical point of view, these meetings revealed the main failures and achievements of both partisan discussion and the exchange of threats or promises as forms of mutual inducement. Having taken the initiative for these meetings, the universities approached them this way:

> The purpose of the meetings was to exchange information to see if there wasn't, through the presidents, the possibility for some common position that we could put before the Minister to indicate that the universities, the colleges and the technical institutes had come to a meeting of the minds that could work. I didn't feel it was to negotiate but it turned out to be a kind of negotation.[123]

In general, according to Beckel, the process of negotiation worked like this:

> We came to a position, which, after sharing it with all the colleges and the institutes of technology, we each then took to our respective General Faculties Council. We managed this way to clarify the whole question of admissions and, to some extent, the question of transfer. On transfer, we essentially "gave away" the first year of unspecified credit in general arts and science programs. That, in itself, was a major advance. We put that through and although it didn't satisfy the colleges they began to see that some progress was actually being made and that something was actually "coming their way." The colleges had always wanted to feel that the universities were actually giving something--even though the universities didn't have to.[124]

It appears that the colleges were initially encouraged by the meetings and began to appreciate more the unique features of each university. However, as discussion progressed, they began to doubt that a complete solution was possible or that the universities' final position would satisfy them. Here are the impressions of one college president regarding the progress of negotiations:

> After January, all the presidents of the universities got together in Calgary and the first session was the airing of difficulties and attitudes. The second part was a recognition, gradually beginning to dawn on some people, that the problem wasn't simple; that the universities offered different kinds of degrees requiring different years of study and that there wasn't going to be any 'holus-bolus' solution. But at these sessions we got an agreement on admissions. And at one time we had an agreement upon what would be recognized for advanced credit but when the universities went back to each of their own institutions they couldn't sell it. Then there was a lot of bitter disappointment and there was cries of 'legislate it!'[125]

And there was another problem from the colleges' point of view. Was their cooperation and willingness to negotiate with the universities jeopardizing the possibility of the gains which they perceived existed in the Department's proposals? According to Bosetti, complaints were made by some colleges to the Department during the meetings and revealed some insecurities:

> During those meetings, overtures were made to us by some colleges and they told us they were unhappy with the way things were progressing--it wasn't good enough for them. For the initial discussions, they were willing to say 'let's try it' because they were unhappy with what we proposed in December because it wasn't exactly what they wanted. Now the reason the colleges cooperated was that they thought they could get something better--and so did the universities. But they found they couldn't agree and at that point the universities were prepared to have the Department create a council, revised of course. The college presidents recognized that what they could get in a council was less than what they could have had in the Department's original guidelines. In the final analysis, the universities were probably more prepared to establish the Council on Admissions and Transfer than were the colleges.[126]

By May, 1974, it was clear to the presidents that agreement was not possible. The principle that the sending institution would determine advanced credit was recognized by the universities with respect to the first year--they had conceded that. The outstanding issue was the assigning of advanced credit for the second year of university study. The colleges could not obtain control of this, because the universities were not prepared to relinquish it. Discussions ground to a halt. In May, 1974, Dr. Beckel informed the Minister of Advanced Education of the stalemate and recommended that the Minister establish the Department's proposed articulation council, keeping in mind the modifications to it which the presidents had suggested. It is apparent that these modifications themselves became the subject of negotiation which, after May, the Department itself conducted:

> It was Reno Bosetti who came up with modified terms of reference for what was soon being called the Council on Admissions and Transfer. He checked with every university and college by sitting down and talking about them, hearing objections and modifying again. Those modifications became the basis for the terms of reference of the Council which was established in September, 1974, and it was the Coordinating Council which put forward the name of the individual who ultimately became the Council's chairman.[127]

Summary

We have seen that political resources of actors were different and that the strategies and tactics they chose were related to these resources. It seems that the colleges' most important political resource was the support for their view shown by the Department of Advanced Education. Thus, they urged Departmental intervention to overcome the resistance of the universities to their view. They sought this in partisan discussion and tried to use tactics of inducement when some cried 'legislate transfer!'

The most important political resources of the universities, those which they possessed in their legal right to control transfer, were not secure. This was because of the unusual and superior political resources of the Department of Advanced Education which were represented in the Minister. The Minister had ultimate political power to sponsor legislative change when existing legislation was an obstacle to the transfer solution his Department favored. This meant that the universities, though they had individuals who had a knowledge of transfer issues and through their stand enjoyed the approval of some colleges, found their resources of expertise and support of limited value against the Department. The sustained attention which the bureaucracy of the Department gave to transfer questions and the fact of the Minister's ultimate legislative authority for all matters of post-secondary education were constraints for the universities. Thus, the universities, along with the colleges, had to rely more upon tactics of persuasion than upon tactics of inducement to advance their interests.

The Department's resources permitted the widest repertoire of strategies and the choice of the most potent ones. Except for the success of the universities in inducing the Department and the colleges to accept institutional negotiations over Departmental intervention, the Department was able to use tactics of inducement more easily and more effectively than could the other actors. Again this was because, unlike the universities or the colleges, the Department had something to withhold, to offer or to impose on others. Threat can only be used effectively when others recognize that the actor who threatens has the resources to carry out the threat. The Department may not have been able to carry out its threat of intervention. However, it created sufficient doubt about this possibility that the tactic was effective in forcing the other actors into action.

V: THE POLICY OUTCOME AND ITS CONSEQUENCES

The most obvious question to be addressed first in this section is this: What was the policy outcome of the transfer controversy, that is, what, overall, was the result or resolution of the issue? In addition, since we have characterized the controversy as a political situation, we will want to know whose interests and influence were paramount in the policy adopted and in what sense the policy reveals an accommodation of several interests. Of course, we want to know why it was that certain actors succeeded or failed in advancing their interests and what, in large part, explains the success and failure of actors.

A determination of the consequences of a policy outcome is complicated and necessarily tentative. This is because we are trying here to understand the "real effects" of the policy adopted. To the extent these effects can be identified, they are of two main kinds. First, we are interested in what difference the policy outcome actually made to the resolution of the issue. Did it resolve the issue or not? If so, in what way? The second question concerns the disposition of the actors to the policy outcome achieved. How do the actors regard the policy adopted--how satisfactory is it to them and what meaning does the resolution of the issue hold for each of them? Any identification of possible, long-range consequences of the resolution achieved is assuredly speculative. Such consequences as these will be part of the discussion in chapter six and will be identified there as "implications" arising from the study.

The Policy Outcome

The policy outcome of the transfer controversy was two-fold. The first major aspect was the position which the universities collectively adopted on admissions and transferability as a result of the negotiations among the presidents of post-secondary institutions during February through May of 1974. The second major aspect was the establishment of the Council on Admissions and Transfer in September, 1974. We will examine each of these major developments separately though they are related.

The universities' policies on transferability. The key elements of the common position reached by the universities in May, 1974, were these:

> [1] The universities will admit any student who has successfully completed one year or more of work at a recognized Alberta College or Institute of Technology and is recommended by the Institution for University Admission.
>
> [2] . . . degree granting institutions . . . will accept the recommendation of any member of the system for the first five (year) courses or the first ten semester (half-year) courses in a bachelor's degree program in Arts and Science. Students will then feel secure that at least five (or ten) proper and appropriate courses taken elsewhere in the system will be credited toward a bachelor's degree in Arts and Science at any of the universities within the system.
>
> [3] Any institution, if it sought to have a program of courses or individual courses recognized for credit at a university in addition to those . . . related to "first year" of a bachelor's degree in Arts and Science, is required to negotiate with a specific university or with the system of universities.
>
> [4] All agreements between or among institutions respecting transfer of credit that are now in effect to the satisfaction of the institutions concerned will remain in effect.[128]

Strictly speaking, this position was not an "agreement" among the presidents of all post-secondary institutions. It was rather a position which the universities could all, at a minimum, agree to accept. As Dr. Beckel made clear in his letter to Mr. Foster on May 29, 1974, the position to which the universities had come was not entirely acceptable to the public colleges.

Establishment of an articulation council. On the second aspect of the policy outcome (and this became the more important aspect of the resolution), the presidents of post-secondary institutions were in essential agreement. A "Committee or Council on Admission and Transfer in Advanced Education (CAT)"[129] should be immediately established, they said. It was their expressed view that such a council would represent the post-secondary system and that its composition "would be identical to the Articulation Council in the draft transferability document of the Department."[130] In addition, such a council would "within the provisions of existing legislation and delegated authority,"[131] resolve admission and transfer problems between and among institutions of post-secondary education.

When the Council was established on September 1, 1974, its composition was as the Department had proposed in November, 1973, and as the presidents of post-secondary institutions recommended: one representative from each of four universities, four representatives from the colleges, technical institutes and other post-secondary institutions combined, and a chairman, appointed by the Minister, for a total of nine members. Also, the terms of reference for the Council were essentially in line with the presidents' recommendations but contained significant additions of detail, some of which revealed a retreat by the Department from certain aspects of its earlier position in the Coordination Policy. These additions of detail and the particular changes in the Department's earlier position we leave to the next section where we will try to explain, in general, *why* the Council was established as it was. For the moment, we are interested in *what* the main terms of reference were. Essentially, they were these:

> [1] Since the Council is expected to operate within the framework of *existing* legislation, *its powers of decision will be limited to those delegated to it by the institutions concerned*.
>
> [2] The Council shall review current proposals for admissions and transfer which have been generated by Advanced Education and by institutions and subsystems *for the purpose of identifying those guidelines and procedures which shall be adopted as being applicable to all institutions* within the system of advanced education.
>
> [3] The Council shall *establish procedures* by which admission and transfer policies, guidelines and procedures are granted *system-wide approval*.
>
> [4] The Council shall be the recipient of *all* existing institutional admission and transfer policies, and *shall monitor the effectiveness* of these.
>
> [5] The Council shall upon request serve as mediator in resolving *interinstitutional* admission and transfer problems.
>
> [6] In the event agreement cannot be reached through mediation, the Council shall *upon written request by the parties* concerned serve as *arbitrator*.
>
> [7] In fulfilling its arbitrating role, the Council shall *within 30 days* inform the institutions of its decision, and *its decision shall be final and binding*.
>
> [8] The Council shall *recommend* to the Minister whatever *changes in legislation it deems necessary* in order to implement the policies for which it is responsible.
>
> [9] The Council shall request *review* proposals and *advise* Advanced Education respecting the development of *new* transfer programs.
>
> [10] The Council shall report annually to the Minister of Advanced Education on its activities. . . .[132]

Explaining the Policy Outcome

The transfer policies: a "winning" concession. The policy position of universities in May, 1974, revealed an acceptance, in part, of the principle that advanced credit for students in transfer programs should be based on the recommendation of the sending institution. This acceptance should be seen as a concession by the universities to a position which the colleges, since 1972, and the Department, since 1973, had explicitly favored. The concession, though, was partial, since the application of the principle was restricted to the first year of arts and science programs in a recognized college. However, the willingness of the universities to negotiate transfer arrangements beyond the first year of study and beyond arts and science programs suggests that they did not seek unilateral discretion over second year transfer credit but rather the opportunity to decide whether so-called "second year" courses in a college were, in the light of their own programs, "proper and appropriate." It is interesting that at no time following the establishment of this position by the universities did the Department question or oppose it, though its "transfer policy guidelines" of 1973 do not seem consistent with the particular restrictions which the universities favored. Indeed, these earlier "transfer policy guidelines" are conspicuously absent from the statement of "directional guides for the development of procedures concerning admission and transfer" contained in the document which established the Council. Simply, it appears the Department withdrew them and, by this action, showed acceptance of the universities position and a retreat from its earlier position. Simultaneously, this action removed the strongest support which the colleges had from their position as they recognized:

> The colleges lost some backing by having the Department of Advanced Education play a lesser role in the whole thing. I say "lost" because, if by entering the picture the Department caused the universities to start to move, then their pulling out caused the universities, to some degree, to retrench.[133]

Why did the Department retreat from its original policy position on transfer and withdrew its support from the colleges? Senior officials in the Department of Advanced Education provide these explanations:

> The colleges were pretty weak in the whole thing--some couldn't see the contradictions in some of the things they were asking for. They were emotionally bound up with questions of status and this often got in the road of them thinking about the problem rationally. The technical institute people were more reasonable, in some ways, than the college group. Then there were some people in the other institutions who were so concerned about being "way down in the pecking order" and who say transfer as a way of gaining not parity of esteem but some greater status for their programs. But it was a strange exercise for us in that motives were somewhat different, difficult to discern and difficult to separate out from a variety of concerns. One couldn't really look at the college presidents to provide the kind of support we thought would be shown.[134]

And:

> The universities conceded certain things--they conceded some things about the first year and yielded a traditional stance on admissions. Also, they conceded with an increased awareness of their responsibilities to the system of advanced education and also their responsibilities, in a general way, to the people of the province. For them to be somewhat responsive to the initiatives from government was also a responsible concession. In the eyes of some, the universities gained stature, that is, to some extent they "won."[135]

And further:

> My personal preferences were met. That our Department should not intervene in issues which could more effectively be decided by institutions and that the Department should not determine transferability levels--these were met. And we did create a mechanism--CAT--which would do these things and still be acceptable to the institutions. Neither the colleges nor the universities won what they wanted independently but the Department won what it

> wanted--a mechanism put in place to deal with these issues--without having done this itself. To me, that was an important accomplishment.[136]

These explanations suggest that the concrete concessions of the universities, their conciliatory attitude and their willingness to support the establishment of an articulation council "softened" the Department's original position on transfer policies to the point of its abandoning them. But the Department's original terms of reference for the articulation council were modified as well. It is to an explanation of these modifications and to the Council's terms of reference, in general, that we now turn our attention.

CAT: the calculus of compromise. The terms of reference proposed for CAT represent some important changes and accommodations in the earlier positions of the universities, the colleges and the Department of Advanced Education. A change in the Department's position regarding disputes and their resolution was undoubtedly one of the most important. In 1973, the Department had proposed that:

> Where mutual agreement cannot be reached at the institutional level, the matter will be referred . . . to the Articulation Council. Where the . . . Council is unable to reach a decision *or where appeals are lodged by students* and/or institutions, the *Department of Advanced Education* . . . will act as *[final] arbitrator*.[137]

When CAT was established, its terms of reference did not include its hearing of appeals by students, only *interinstitutional* disputes. Further, the exercise of arbitration was left *entirely* with the Council and *its* decision would be *final*. These changes reflect an accommodation to the separate interests of each of the three major groups. For the public colleges particularly, the Council's jurisdication extended to disputes over *admissions* as well as transfers, a point the universities could not support enthusiastically. Also, for the colleges, the mediation and arbitration procedures, especially the time limit imposed on the Council, meant that disputes could no longer be ended by the unilateral action of any university nor could they be prolonged by seemingly endless negotiation and debate. These provisions satisfied the Department as much as they did the colleges because it, as well, wanted issues addressed promptly. For the universities, the chief benefit in these procedures was that the final power of arbitration did not reside with the Department or the Minister but with a council on which the universities could expect, on a numerical basis alone, to exert a strong influence.

On the matter of the Council's membership, the Department's preferences prevailed. University and other post-secondary representation would be balanced at four representatives each. It appears this decision was some disappointment to the public colleges but was supported by the universities. From the Department's point of view, this "balance plus one" approach to the Council's membership was essential for its effective operation. Bosetti explains:

> We wanted a balanced model with the two factions having equal representation and with an independent chairman sort of holding a club over the two groups. If we had, for example, gone the route of having three university and six college representatives it would have been intolerable. If issues were to be resolved by vote it couldn't be by virtue of one faction having more members. Rather the council had to display consolidated opinion on one side and consolidated opinion on the other side before the chairman acted.[138]

And:

> An independent chairman almost symbolically becomes the Department or the intruder. This was my strategy--to ensure that the Council would be forced to act and make decisions and be forced to make compromises because, if it didn't, the independent chairman would have to act or "arbitrate," if you wish.[139]

Finally, the broad mandate of the Council to deal with articulation arrangements and problems throughout post-secondary education and to seek the acceptance of all types of institutions in any decisions might make reflects most a long-standing concern of the Department. However, this broad mandate and representation was undoubtedly appealing to the non-university subsystem as well. It is clear, though, that the Council's specific powers were limited to those delegated to it by post-secondary institutions. This condition of the Council's operation reflects mainly the interests of the universities and their support of an idea that, in their judgement, could have been acted on earlier.

CAT: 1971 revisited. If the articulation council that the Department proposed in 1973 was the immediate parent of the Council on Admissions and Transfer, Gordon Mowat's proposal for a similar council in 1971 was the grandparent of CAT. In both Mowat's proposal and in the terms of reference for CAT, the powers of the council were only those conceded to it by the institutions which composed it. In both, there was a concern for the resolution of transferability disputes although the terms of 1974 make much more explicit how this resolution should authoritatively proceed. In both, the idea of the Council having a broad mandate to investigate and advise institutions and the Department on all matters of post-secondary articulation was evident. In addition, the need for policies to have universal acceptance (though not necessarily universal application) was underscored.

As interesting, are the basic differences between the two proposed councils. These differences seem to lie in the council's membership and the manner in which the council would make its decisions. The Mowat Report had recommended a total membership of fourteen--four representatives from the university system, six from the public colleges, three from among other non-university institutions and one representative from the private colleges. The Council on Admissions and Transfer had a total membership of nine--four from each of the university and non-university sub-systems plus a chairman appointed by the Minister. Apparently, the Department continued to hold the view that Bosetti had earlier expressed to disappointed college presidents: though the university and non-university representatives were equally balanced, the presence of an independent chairman, who could decide any matter by his vote, would encourage representatives to pursue earnestly policies that all institutions could accept.

With respect to the council's decision-making procedure, the Mowat Report had proposed a "double majority" principle. Notwithstanding the application of the normal rule of majority for deciding matters before the Articulation Council, Mowat had suggested that no proposal should be presented to a university unless a majority of university members of the Council favored the proposal, nor to colleges unless a majority of college members favored it. Certainly, the Department's decision to reject such a procedure and establish a balance of university and non-university representatives in an uneven Council membership of nine was an effort to prevent an impasse in decision-making which Mowat's representation and double majority principle seemed to invite.

Overall, though, CAT's terms of reference reveal that the

Department of Advanced Education had come to accept Mowat's idea that the Council's *effective* operation ultimately depended on its powers of *decisive* action being *limited to those delegated to it by the institutions themselves*. Nor were institutions required to adopt particular transferability policies advanced by the Department when they agreed to the formation of the Council. The Council's terms of reference required only that it *review* such policies. It seems that the Department came to recognize that *any* such policies would most effectively be devised by the Council *in the course of its operation* and not by the Department itself in advance of the Council's establishment. Thus, the terms of reference for CAT in 1974 were a specific expression of the key political dimensions of the transfer issue as these had developed after 1971. In a sense, the Council on Admissions and Transfer was the residue of past politics.

The Consequences of the Policy Outcome

Was the transfer problem solved? Did the transferability policies of the universities and the creation of the Council on Admissions and Transfer represent a solution to the transfer question? The answer to this question seems to be "yes," to the extent that the doubled-edged resolution was the only one more or less acceptable to all the key actors in the controversy. Certainly, from a technical point of view, the admissions aspect of the transfer question was solved by the universities relinquishing their traditional position. On the other aspect of the question, advanced credit, the resolution seems to suggest that this would remain a matter of negotiation and that wherever possible system-wide policies would be agreed upon through the mechanism of the Council. Indeed, the creation of the Council itself was an important feature of the resolution achieved. A representative forum now existed for the deliberation and solution of transferability problems which earlier had developed, in part, because such a forum did not exist. Thus, specific problems of policy and procedure regarding transferability were solved by 1974 but the Council on Admissions and Transfer was intended to be and has remained a continuing, even changing, resolution of the transferability issue.[140]

Was the solution satisfactory? From the point of view of the key actors, was the resolution of the controversy a satisfactory one? The answer to this question seems to be a qualified "yes." As chief spokesmen of the Department of Advanced Education, Worth and Bosetti have made clear that their personal preferences were met and that the establishment of an articulation council (perhaps the Department's chief goal all along) was accomplished. The support which the universities and colleges have expressed for the Council has been more qualified, however, While institutional representatives concede that the Council has served their separate interests to a considerable extent, they suggest that several problems remain. The following views are representative of the polarity of continuing concerns regarding the transfer issue, in general, and the Council, in particular:

> All the CAT can do is deal with accurate information about problems that are brought to its attention. It can also be a coordinating force in terms of circulating information widely and then ensuring that the impact of the information is clear--that it isn't buried or forgotten. It serves a very useful purpose but its not going to be the place where that aspect of transfer which the colleges are so anxious to have made law will be negotiated, namely, that the college has the authority to define the credit that will be transferred when a student comes to the university. Frankly, that is never going to be accepted by us in the universities. So if

> there is an impasse, it exists right there.[141]

And:

> The creation of CAT was a threat held over our heads at the December meeting but really, as it was created, it was really only Mowat's Articulation Council. The Council has no binding powers at the moment. We're closer to Mowat's original idea but its the only possible thing without legislative change and its a concession from the position that the colleges would like to see and from the position which we thought the Department indicated it would be taking. CAT still hasn't taken away from the universities their absolute right over certain kinds of concerns. However, the support for some articulation mechanism is widespread. The colleges, in the sense that CAT is a continuing mechanism for resolving problems, are totally supportive. The universities, I think, are supportive of it as a group of liberals saying: 'its a good thing as long as it doesn't infringe on our rights.' But there is also a fear openly expressed by some universities, of what this monster, CAT, might eventually become. That fear is, in a sense, the hope of the other institutions.[142]

SUMMARY

The purpose of this chapter was to explain the transferability issue using five analytical and interpretive categories. Thus, we looked first at the nature of the issue and identified its key facets. Next we examined the social and institutional context of the issue, giving particular attention to the impact of the idea of coordination upon the issue. In turn, we tried to clarify the interests and goals of each of the actors throughout the controversy and to show how these interests were competing. Next we tried to identify the political resources which were especially important to each actor and how these resources influenced the choice of strategies when actors sought to advance their interests. Finally, we explained what the resolution of the controversy was, why that particular resolution resulted and what meaning actors attached to that resolution. Throughout the chapter, our purpose was to analyze the important aspects of the controversy in detail so as to provide, at the same time, a comprehensive explanation of it and of its resolution. In all cases, a special effort was made to let the actors speak for themselves in order to reveal their perceptions of the dimensions and dynamics of the conflict.

FOOTNOTES FOR CHAPTER 5

[1] Interview with Dr. Gordon L. Mowat, 22 January, 1976.

[2] Ibid.

[3] Interview with Dr. Henry Kolesar, 3 March, 1976.

[4] Ibid.

[5] Ibid.

[6] Interview with Mr. Harold MacNeil, 25 February, 1976.

[7] Ibid.

[8] Interview with Dr. Max Wyman, 6 April, 1976.

[9] Ibid.

[10] Ibid.

[11] Interview with Dr. W.E. Beckel, 10 February, 1976.

[12] Interview with Mr. Richard Cooke, 2 February, 1976.

[13] Ibid.

[14] Interview with Mr. Neil Clarke, 26 March, 1976.

[15] Interview with Dr. Gerald O. Kelly, 25 February, 1976.

[16] Interview with Mr. Richard H. Cooke, op. cit.

[17] Interview with Mr. Donald C. Harper, 5 February, 1976.

[18] Interview with Mr. John Harr, 3 February, 1976.

[19] Ibid.

[20] Interview with Mr. C.L. Dick, 16 February, 1976.

[21] Ibid.

[22] "Proposal on Admission and Advance Credit Policies for Students Applying to Enter University of Alberta Faculties and Schools following work at Recognized Alberta Colleges and Institutes." The University of Alberta, 21 January, 1974, p. 2.

[23] Ibid., pp. 2-3.

[24] Ibid., p. 3.

[25] Ibid.

[26] Ibid.

[27] Interview with Dr. Max Wyman, op. cit.

[28] Interview with Mr. Gary Krivy, 16 February, 1976.

[29] Interview with Dr. W.E. Beckel, op. cit.

[30] Interview with Mr. Donald C. Harper, op. cit.

[31] Interview with Dr. Max Wyman, op. cit.

[32] Ibid.

[33] Gordon L. Mowat, "Transferability: An Old Problem in a New Setting" in Abram G. Konrad (editor), Clientele and Community: The Student in the Canadian Community College (Willowdale: Association of Canadian Community Colleges, 1974), p. 139.

[34] Ibid., p. 142.

[35] Economic Council of Canada, Perspectives, 1975. Sixth Annual Review (Ottawa: Queen's Printer, 1969), p. 125.

[36] Gordon L. Mowat, op. cit., p. 143.

[37] Ibid., p. 144.

[38] Ibid.

[39] Ibid.

[40] Ibid., p. 145.

[41] Ibid., p. 140.

[42] Ibid., p. 145.

[43] James A. Perkins (editor), Higher Education: From Autonomy to Systems (New York: International Council for Educational Development, 1972), p. 301.

[44] "Policies for Higher Education," General Report of the Conference on Future Structures of Post-Secondary Education, Paris, 26th and 29th June, 1973 (Paris: OECD, 1974), p. 140. See also: "Towards New Structures of Post-Secondary Education: A Preliminary Statement of Issues" (Paris: OECD, 1971) and "Towards Mass Higher

Education: Issues and Dilemmas" (Paris: OECD, 1974). It is obvious in reading the Worth Report, especially those sections concerning "higher" and "further" education (in particular, pages 82-83 and pages 130-142) that the OECD document of 1971 was very familiar to Worth. Worth's particular recommendations on coordination--in concept, terminology and rationale--reflect directly the influence of this OECD working paper. Also, it is of some interest that Mr. James Foster, Minister of Advanced Education, and his executive assistant, Mr. Peter Jenner, were among the Canadian delegates who attended the OECD Conference in June, 1973.

[45] A Choice of Futures, op. cit., p. 132.

[46] Ibid.

[47] Ibid.

[48] Ibid., p. 130.

[49] G.L. Mowat, "Transferability: An Old Problem in a New Setting," op. cit., p. 145.

[50] Ibid., p. 146.

[51] Ibid., p. 145.

[52] Please see chapter 1, pp. 22-23.

[53] Please see chapter 1, pp. 17-19.

[54] Please see chapter 1, pp. 7-9 and pp. 18-19.

[55] Interview with Gordon L. Mowat, op. cit.

[56] Ibid.

[57] Ibid.

[58] Ibid.

[59] Ibid.

[60] Ibid.

[61] Mount Royal College really belongs in both groups. Also, all public colleges have "career" programs.

[62] Interview with Donald C. Harper, op. cit.

[63] Ibid.

[64] Interview with Richard H. Cooke, op. cit.

[65] Interview with Mr. D. Burns, 23 February, 1976.

[66] Ibid.

[67] Ibid.

[68] Interview with Gordon L. Mowat, op. cit.

[69] Ibid.

[70] Ibid.

[71] Interview with Reno Bosetti, 3 March, 1976.

[72] Ibid.

[73] This was a term that Departmental officials often used.

[74] Interview with Reno Bosetti, 3 March, 1976.

[75] Interview with W.E. Beckel, 10 February, 1976.

[76] Interview with Reno Bosetti, 3 March, 1976.

[77] Robert A Dahl, Who Governs? Democracy and Power in an American City. (New Haven: Yale University Press, 1961), p. 226.

[78] Richard Simeon, Federal-Provincial Diplomacy: The Making of Recent Policy in Canada. (Toronto: University of Toronto Press, 1972), p. 223.

[79] Ibid. p. 226.

[80] Ibid., p. 201.

[81] Ibid., p. 15. See p. 226 and pp. 229-242 for a fuller discussion and illustrations of political constraints as Simeon understands them.

[82] Richard Simeon, op. cit., p. 227.

[83] Simeon, op. cit., p. 228.

[84] Ibid.

[85] The statutes of amendment were as follows: The Colleges Amendment Act, 1973, chapter 16, Seventeenth Legislature, Second Session; The Department of Advanced Education Amendment Act, 1973, chapter 21, Seventeenth Legislature, Second Session, and The Universities Amendment Act, 1973, chapter 58, Seventeenth Legislature, Second Session. See Appendix Q for The Department of Advanced Education Act passed in 1972 (Chapter 28, Seventeenth Legislature, First Session),

and Appendix R for The Department of Advanced Education Amendment Act, passed in 1973.

[86] The Colleges Amendment Act, 1973, chapter 16, section 9.

[87] The Department of Advanced Education Amendment Act, 1973, chapter 21, section 2 (b).

[88] This definition of support as a political resource is based upon the work of Richard Simeon and Herbert Kaufman. See: Richard Simeon, Federal-Provincial Diplomacy: The Making of Recent Policy in Canada. (Toronto: University of Toronto Press, 1972), pp. 204-213, and Herbert Kaufman, Politics and Policies in State and Local Governments. (Englewood Cliffs: Prentice-Hall, 1963), pp. 99-101. In fact though, Kaufman treats support as a strategy rather than a resource, that is, he is concerned with the lending of support rather than an actor's possessing it. It seems that the differences between the two writers are differences in points of view and therefore classification. When we are concerned with what actor A does we are concerned with support as a strategy. When we are concerned with what actor B possesses or receives (from actor A perhaps) we are concerned with support as a resource.

[89] Interview with Dr. W.A. Blanchard, Associate Dean, Faculty of Arts, The University of Alberta, 3 March, 1976.

[90] Interview with Mr. Donald C. Harper, op. cit.

[91] Interview with Reno Bosetti, op. cit.

[92] Interview with Dr. W.A. Blanchard, op. cit.

[93] Ibid.

[94] Ibid.

[95] Herbert Kaufman, Politics and Policies in State and Local Governments (Englewood Cliffs: Prentice-Hall, 1963), p. 88.

[96] Ibid.

[97] See, for example, the reported comments of the Minister in The Calgary Herald, 1 August, 1972; The Edmonton Journal, 3 August, 1972, and The Albertan, 16 September, 1972.

[98] Herbert Kaufman, op. cit., p. 96.

[99] Robert A. Dahl, Modern Political Analysis (Third Edition), (Englewood Cliffs: Prentice-Hall, 1976), pp. 42-53.

[100] Ibid., pp. 44-45.

[101] Ibid., p. 45.

[102] Richard Simeon, op. cit., pp. 242-243. Simeon is referring to Charles E. Lindblom's definition of partisan discussion in The Intelligence of Democracy: Decision-making Through Mutual Adjustment (New York: Free Press, 1965), pp. 69-72. Lindblom says that partisan discussion is "a form of partisan mutual adjustment in which x . . . induces a response from y by effecting through communication a reappraisal by y of his partisan interests and the means to satisfy them without x's actually altering the objective consequences for y of any of his possible responses. . . . (p. 71).

[103] Richard Simeon, op. cit., p. 243.

[104] Interview with Richard H. Cooke, op. cit.

[105] Interview with Dr. W.A. Blanchard, op. cit.

[106] Interview with Dr. K.W. Robin, Dean of Instruction, Lethbridge Community College, 10 February, 1976. There was a study done at The University of Alberta which relates to Dr. Robin's point. See: Sharon Batt and Christian Janssen, "The Academic Performance of Transfer Students," Colleges, 2:1 (February, 1974), 1-4. The study involved an analysis of the academic performance of students who transferred to the Faculty of Business Administration at The University of Alberta from junior and community colleges as well as technical institutes in Alberta. The study covered 175 students who spent one or more of the academic years 1970-71, 1971-72 and 1972-73 in the Faculty of Business Administration, after attending a college or institute The performance of these students, of whom a portion lacked high school matriculation and were technically non-admissible to the University, was compared to that of regular students in the Faculty. The conclusion of the study was this: "There appears to be no appreciable difference in academic performance between transfer and non-transfer students during the period studied. Also, within the transfer group, the non-admissible did as well as the admissible students. It is true that the non-admissible students were admitted selectively, and equal performance would not be expected if all college students were admitted. However, it does not appear that the University needs to fear a reduction in standards if admissibility of college students was to be based upon their course program and performance at the college" (p. 4).

[107] Interview with Dr. Willard Allen, Associate Vice-President (Academic), 20 January, 1976.

[108] Alberta Advanced Education, "Toward the Development of Provincial Policy for Transferability," 11 September, 1973, p. 5.

[109] Ibid.

[110] Interview with Dr. Willard Allen, op. cit.

[111] Interview with Dr. William Blanchard, op. cit.

[112] Interview with Dr. Walter Worth, Deputy Minister, Department of Advanced Education and Manpower, 7 April, 1976.

[113] Interview with Mr. Reno Bosetti, op. cit.

[114] Ibid.

[115] Interview with Mr. Donald C. Harper, op. cit.

[116] Interview with Dr. Willard Allen, op. cit.

[117] Interview with Dr. W.E. Beckel, op. cit.

[118] Interview with Mr. Reno Bosetti, op. cit.

[119] Interview with Dr. Gerald O. Kelly, Director of Academics, Red Deer College, 25 February, 1976.

[120] Interview with Mr. Reno Bosetti, op. cit. In its request of January 22, 1974, for a delay of action by the Department of Advanced Education, the Board of Governors of The University of Alberta said that it preferred to take "no action at this time to make recommendations for appointments to the Articulation Council." The University of Calgary took the same position. As Bosetti observed, these refusals to name representatives helped to stop the action the Department threatened. However, The University of Lethbridge already had named its representative to the Articulation Council on January 14, 1974.

[121] Interview with Dr. W. Worth, op. cit.

[122] Interview with Mr. Reno Bosetti, op. cit.

[123] Interview with Dr. W.E. Beckel, op. cit.

[124] Ibid.

[125] Interview with Mr. John Harr, op. cit.

[126] Interview with Reno Bosetti, op. cit.

[127] Interview with W.E. Beckel, op. cit.

[128] "A Mechanism for the Resolution of Problems of Admission and Transfer of Credit Within the Systems of Post-Secondary Education in Alberta," April, 1974, pp. 1-4, selected. Alberta Vocational Centres were not considered "recognized" colleges.

[129] Correspondence, W.E. Beckel to James L. Foster, 29 May, 1974, p. 2.

[130] Correspondence, W.E. Beckel to James L. Foster, 2 April, 1974, p. 2.

[131] Correspondence, W.E. Beckel to James L. Foster, 29 May, 1974, p. 2.

[132] Alberta Advanced Education, "The Council on Admissions and Transfer," Proposed Terms of Reference, Composition, Guidelines for Policy Development, General Policy Statements, September, 1974, pp. 3-4, selected. Emphasis is the writer's.

[133] Interview with Dr. G.O. Kelly, op. cit.

[134] Interview with Dr. W. Worth, op. cit.

[135] Ibid.

[136] Interview with Mr. R. Bosetti, op. cit.

[137] Alberta Department of Advanced Education, "Transferability Policies and Guidelines," November, 1973, p. 8.

[138] Interview with Mr. R. Bosetti, op. cit.

[139] Ibid.

[140] For example, in 1976-77, the Council published its first annual course and program registry of credit equivalences for post-secondary institutions. Each issue of the guide has proved useful to many publics and has been annually updated and expanded. In that same year, the Council adopted a set of "procedural guidelines governing transfer negotiations" among post-secondary institutions, a goal long sought by the public colleges particularly. Also, in 1976-77, the Council commissioned a study of post-secondary program quotas in accord with its terms of reference. Further, by 1978, the Council's membership has been changed from nine to eleven members. Thus, its present membership stands at four representatives from the universities, four representatives from the public colleges, one representative from the technical institutes and one representative from the Alberta Vocational Centres plus a chairman. For a detailed review of the Council's deliberations and accomplishments see: Alberta Council on Admissions and Transfer. Annual Reports (1975-76, 1976-77, 1977-78 and 1978-79).

[141] Interview with Dr. W.E. Beckel, op. cit.

[142] Interview with Mr. Donald Harper, op. cit.

CHAPTER 6

SUMMARY, CONCLUSIONS AND IMPLICATIONS

INTRODUCTION

This final chapter begins with a synopsis of the key developments in the escalation and resolution of the transfer issue as a political situation. Then a number of conclusions related to each of the major analytical categories of chapter five will be stated. Finally, several implications which are suggested by the study will be identified and discussed.

SUMMARY

As outlined in chapter one, this case study of the transfer issue was designed to reveal:

1. The origin of the issue and the key factors in its escalation after 1971.

2. The major circumstances which accounted for the resolution of the issue becoming a matter of public or governmental policy.

3. The response of the Department of Advanced Education to the issue and the chief reasons why its proposals proved controversial.

4. The response of certain interest groups to the Department's proposals especially their efforts to encourage or prevent their adoption or change, and,

5. The relative influence of the key actors--the colleges, the universities and the Department--upon the resolution of the issue

which was achieved in 1974.

A synopsis of each of these main aspects of the study follows.

Origin and Escalation of the Issue

This study revealed that the transferability issue originated with the expanding aspirations of the "community college movement" in Alberta post-secondary education. A major feature of this movement in Alberta was the increasing dissatisfaction of the colleges with the procedures for effecting the transfer of students from college programs into university programs. The results of this dissatisfaction were the colleges' rejection of the concept of affiliation and their suggestion that a college effect transferability mainly through its own recommendation for advanced placement in a university program. This rejection and suggestion by the colleges was resisted by the universities but there were differences among the universities themselves regarding the particular admissibility and advanced credit policies they favored. By 1971, confusion and conflict among the colleges and universities over particular university transfer policies and the idea of transferability produced a significant issue in post-secondary education.

The escalation of the issue after 1971 seems to have been primarily related to the so-called Trial Proposal of the Alberta Colleges Commission and the creation of the Department of Advanced Education by a newly-elected Progressive Conservative Government. The failure of the universities to endorse the Trial Proposal, and the consequent discontent this produced, and the Department's "take-over" of the Commission implied that the transfer issue could become a matter of more direct governmental interest. By 1973, the Coordination Policy of the Department of Advanced Education made explicit the government's interest--a resolution of the issue would be imposed if the colleges and the universities themselves could not agree on a system-wide transfer policy.

The Resolution of the Issue as a Matter of Public Policy

There is no question that the increasingly explicit intentions of the Department of Advanced Education and its administrative reorganization during 1972 and 1973 affected the debate over transferability and the manner of its eventual resolution. In contrast to the previous Social Credit Government, the Department of Advanced Education became an active third party in the resolution of what was, in the beginning, a dispute between individual universities and colleges. The involvement of the Department seems to have been related to the desires of both its political and bureaucratic leadership to hasten the settlement of an issue which, in their judgement, had gone on too long. The issue was embarassing to the Minister and frustrating to his senior officials who sought to realize more fully the Department's avowed mandate to coordinate post-secondary education. Transferability was an aspect of coordination and a failure to resolve this issue was a failure, on the Department's part, to coordinate post-secondary education. Undoubtedly, the position of the Minister and his senior officials on the kind of policies which should be adopted and on the role the Department might play in this was influenced by certain recommendations of the Worth Report. Indeed, the government's appointment of Dr. Worth as Deputy Minister of

Advanced Education ensured that the resolution of the transfer question would become a matter of Departmental policy.

The Controversy Over the Department's Transferability Proposals

In the absence of a comprehensive transfer agreement among post-secondary institutions, despite bilateral efforts and governmental urging, the Department announced its own "transferability policy guidelines" in the latter part of 1973. In essence, these policies proposed that transferability normally should be effected by the sending institution recommending advanced credit, by the establishment of a post-secondary Articulation Council and by the Department's use, if necessary, of arbitration powers to settle disputes. Also, the Department said it would implement these policies at a specified time if an alternative policy had not, by that time, been agreed to by the universities and colleges. In these policies and in this threat, the colleges found encouragement for their position. The universities, on the other hand, opposed the adoption of such policies because they were "interventionist," "dangerous in their implications" and, given existing legislation, "illegal." However, the universities concluded that the Department might change existing legislation and thereby adopt such policies. It is clear that the Department's bold initiative and explicit threat was meant to mobilize the universities to negotiate an early settlement of transfer questions with the colleges. It is also clear that this tactic worked though the final result of the negotiations was not entirely satisfactory to the colleges.

The Response of Interest Groups: Negotiation and Compromise

This study showed that when the universities and the colleges met in the early months of 1974, each group had distinctive interests and goals. For the colleges, the main task in discussions was to encourage the adoption, in large part, of the transferability policies which the Department had proposed. For the three major universities, the main task was to encourage their amendment since their adoption, in some form, could not likely be prevented. The process and the product of these inter-institutional negotiations in 1974 reveals that compromise was evident on both sides but that the universities were more successful in accomplishing their main task than were the colleges in accomplishing theirs.

The Influence of the Actors on the Resolution of the Issue

The previous comments suggest that the universities were more successful as an interest group than were the colleges. This is because the two-fold policy outcome of the transfer controversy was more consonant with the expressed interests and goals of the universities than the interests and goals of the colleges. Concretely this is seen in the transfer policies which the Universities Coordinating Council adopted in May, 1974, despite objections from the colleges, and in the restriction of the powers of the Council on Admissions and Transfer to those specifically delegated to it by institutions of post-secondary education.

The colleges realized what interests they did largely because of the influence of an ally, the Department of Advanced Education. Their complete jurisdiction for all college admissions and first year programs, for example, was linked to the support of the Department for their cause. Nor is there little doubt it was the Department which insisted that the establishment of an articulation council be representative of all types of post-secondary institutions. Further, the colleges' position on Council membership did not prevail when the Minister finally established it. Also, the universities' conciliatory attitude in 1974 seems to have been related more to the Department's threat of intervention than to persuasive arguments by the colleges. Thus, all actors were influential in the resolution of the issue but the Department and the universities had more impact on the resolution finally achieved than did the colleges.

CONCLUSIONS

Some key generalizations have emerged from this investigation. The statement of them reveals the important insights which were provided by the analytical scheme used in the investigation. The conclusions concern the overall significance of several specific developments and aspects of the case and relate to the nature of the issue, the impact of the social and institutional context on the contest of actors' interests, the intimate relationship of political resources to strategies and tactics and, finally, what factors are the most important in explaining the outcome of the controversy. The main conclusions are these:

1. The transfer issue was a multifaceted issue. This is of fundamental significance in understanding the development and resolution of the controversy.

In the first instance, this characteristic of the issue meant that the search for solutions to specific problems, such as the standards appropriate for college admission, had constantly to be conducted in the face of unresolved, underlying issues. Of these underlying issues, the appropriate role of the college institutions in post-secondary education and the reconciliation of institutional autonomy with the idea of system coordination have been the most enduring dilemmas for institutions and for governmental authorities.

Secondly, the complexity of the issue and its unique manifestation in particular situations often produced proposals for solution at a level of generality or abstraction which seemed meaningless. This was because they were too comprehensive and presented too many difficulties in their concrete application. Certainly, the Trial Proposal of the Colleges Commission and the Coordination Policy of the Department of Advanced Education were regarded this way by the universities. In contrast, the proposal of Drs. Kreisel and Allen, at The University of Alberta, encountered a different sort of criticism. In the judgement of the colleges and the Department, their approach, like that recommended by Dr. Mowat in 1971, "would not, however, allow for the development of a system-wide solution to the problem of transfer."[1] Simply, the Kreisel-Allen proposal was not comprehensive enough for some.

Thirdly, the multiplicity of transferability proposals produced a confusing debate, the proposition of which was never exactly the same over the period of debate. The advancement of several propositions at once meant increased confusion and delay over solution. For example, for some time there was not agreement that the problem was to design the means to improve articulation in post-secondary education.

Some in the universities thought that such an effort was not only impossible but was neither necessary nor desirable. Thus, the transfer issue was a quarrel about both means and ends in post-secondary educational policy and practice.

D.K. Jardine has reminded us that the subject of transferability is, at once, both simple and complex.[2] Its simplicity, he says, is about the mechanisms for facilitating movement through an educational system without anyone suffering undue penalty in the credit ledger. However:

> Its complex nature is rooted in the fact that transferability is the acceptance by one institution of another institution's credits and courses . . . complexity is embodied in the question of whether Community Colleges have the authority to initiate and name courses which, ipso facto, become appropriate preparation for, and are therefore part of, a . . . baccalaureate degree granted by a University.[3]

The attempt to answer this question in its several aspects and implications is what the transfer issue in Alberta was all about.

2. To the extent that governmental policy, the climate of opinion and prevailing ideas constitute a strategic environment for a political situation, they provide support to some actors' interests and are a constraint upon the interests of other actors. For most of the period 1971 to 1973, the capacity of the universities to press their interests was constrained by the more "popular" interests and goals of their opponents.

It is clear that the policy and actions of the Department of Advanced Education during 1972 and 1973 revealed a new context for decision-making on transferability. To the extent that decisions about admission or advanced credit affected how students might move within a "system" of post-secondary education, the Department, as a coordinating agency with responsibility for the entire system, was prepared to influence such decisions in the interests of "system coordination." Thus, the idea of systemic harmony, combined with the prevailing ethos of democratization and greater public accountability in higher education, favored the point of view of the Department and the colleges over that of the universities. The demand of the colleges for eased admission and transfer policies and for loosened ties with particular universities can be seen as consonant with the general mood and call of the public at the time and with the views of those who claimed to represent "the public interest," the government. Alone, the deliberations of the Senate Task Force at the University of Alberta reveal that the predominant climate of opinion at the time was an important form of political support for the Department and the colleges. Because the position of the universities was seen as resisting the dominant ethos in post-secondary education and in the conduct of government, their point of view was "unpopular" and therefore weakened. The essential meaning of this situation for the universities was this: the only realistic solution to the controversy was one which would be seen as responsive to some of the aspirations and expectations of the colleges and the public. In addition, it was very important that the solution devised be acceptable to the Department of Advanced Education. In fact, this latter requirement ultimately proved to be a more important one for the universities to meet than that the policies devised be entirely satisfactory to the colleges.

3. While the government is not an interest group, it does however have its own quota of interests to advance and this cannot be

ignored in understanding the development and resolution of a political situation. As that part of government having formal responsibility for the policies which should govern all post-secondary education, the Department of Advanced Education was itself a decisive element in the resolution of the transfer controversy which was achieved in 1974.

It is clear that the Department's interests and goals were realized, in large measure, *because* it was the government. With a declared policy of its own on tranferability, the Department helped to create politically active groups and encouraged the bargaining of interest groups *not only with each other but with itself* over policy alternatives. An example of this, of course, was the modification of the universities' position which the Department's policy (and threat) eventually produced. This is both a fact in this particular case and an important theoretical point which concerns the study of politics and policy-making. We need to recognize that government is not to be understood primarily as an independent arbitrator of interest group goals. Rather, government considers group interests along with its own interests and thereby *limits* or *aids* the operation of group interests. The capacity of government to both arbitrate other's interests and be an advocate of its own interests is related to its formal, official or "public" status in political struggles--it has a degree of legitimacy, authority and power unmatched by "private" groups.

4. *Political resources and tactics are intimately related and those actors who mobilize other actors by forcing them to act enjoy the possession of unique political resources. The effective use of threat as a tactic of inducement by the Department of Advanced Education was based upon the belief by other actors that a legislative*

resolution of the controversy was a real possibility.

Perhaps more than most tactics, threat reveals the need for distinctive political resources. As well, threat as a tactical choice shows how important is the subjective dimension of political resources and contraints. If a threat is to be effective it must be credible--other actors must believe that, given certain conditions, a promised action will be taken. This makes threat a risky tactic to some degree because if the "bluff" is called and the threatener is not willing to make good the threat, then the bargaining reputation of an actor is jeopardized and his future committments may be questioned. The credibility of a threat therefore rests on the user's capacity to convince other actors that he can withhold something from them or can impose something on them; that is, the threat can be made good on the basis of the threatener's possession of certain political resources. The Department's formal authority to advance legislative changes appears to have been the requisite political resource which made its threat of intervention in 1973 credible and therefore effective. Transferability negotiations between the universities and the colleges were an almost immediate result of this tactical choice and a change in the position of the universities also resulted.

5. While the outcome of the transferability controversy was a product of several factors operating together, the most important determinant of the outcome and the relative influence of the actors was the distribution of political resources and the strategic and tactical opportunities these provided.

With respect to the distribution of political resources, we can say first that the Department possessed more resources than any of the other actors. Secondly, the resources of the other actors--the colleges and the universities--depended mostly on how well the Department as the central actor took their views into account. Clearly the most important political resource of the colleges was the support which the Department gave to their views. And though the universities had specific legal authority to control most aspects of transferability (in The Universities Act), their political resources located in legislation were not secure because of the Department's suggestion that the legislation could be changed.

It is interesting to note that though the colleges had always been closer to the Department's position on transferability, it was the universities, in the final result, who were more influential with the Department. The keystones of this improved influence for the universities seems to have been their evident conciliatory attitude in 1974, their discernible yielding of position in the presidents' negotiations and their willingness (somewhat greater than that of the colleges as it turned out) to have the Minister establish an articulation council. It appears that one of the most important results of the presidents' negotiations was, therefore, the Department's decision to "back off" from a policy it said it would impose and its willingness to modify the terms of influence of its proposed articulation council in ways which the universities favored more than did the colleges.

The Department's action in this respect is interesting because it seems to violate a truism of political conflict, namely, that the actor who controls most of the resources is less motivated to search for a settlement which will recognize the interests of the other actors. How can we explain the Department's action in the latter half of 1974? The answer to this question involves the rejection of another apparent truism of politics namely that agreement is harder to reach when conflict is greater. In this case, it appears that the very existence of severe conflicts in position or at least the widespread recognition that prolonged conflict would be mutually destructive to all actors, was a powerful incentive to produce a settlement. The relatively rapid settlement of the issue during several months of 1974, compared to the previous four years or more of controversy, suggests this conclusion. Thus, severe conflict itself may not make agreement difficult in a political situation; what is perhaps most significant is that the contestants are able to find some common ground. While neither the colleges, the Department, nor the universities agreed that the issue was finally resolved in May, 1974, these actors did agree that a major mechanism for solution over time was available in the establishment of the Council on Admissions and Transfer. To the extent that there was agreement about the essential need for the Council, the actors discovered what might be called a common interest.

IMPLICATIONS

The implications which are suggested by an investigation tend to be somewhat personalized since individual reflection tends to attach distinctive meanings to something examined. For this writer, the main implications of this study reside in three areas: (1) suggestions for additional related research, (2) conceptual and theoretical insights regarding the study of politics and policy-making, and, (3) practical suggestions for decision-making and administration in post-secondary education.

Suggestions for Related Research

1. Because the establishment of the Council on Admissions and Transfer was an incomplete resolution of the controversy, the operation of this Council and its work since December, 1974 likely deserves careful examination. While this would be an important study in itself, it should throw additional light on the nature of the transfer issue and its solution in a developmental and evolutionary manner.

2. We have seen the importance of contextual factors in the development and outcome of the transfer controversy. At least two of these factors deserve more independent and in-depth attention--the "Coordination Policy," including its revision in 1976, and the "Draft Adult Education Act," proposed by the Department of Advanced Education in July, 1974, and withdrawn in January, 1976. These developments touched the transfer controversy but it is clear they were the source of other important controversies, as well. Since these developments involved the same actors as did the transfer controversy, it would be interesting to see what differences would be evident in the dynamics of conflict, the role of government and the relative influence of the actors on the outcome in each case.

The Study of Politics and Policy-making

1. In the first instance, this investigation implies that the scheme for analysis was useful, that is, it provided insights into significant aspects of the politics of policy-making as regards the transfer issue. Thus, while the particular nature of the issue and the

particular interests of the actors were fundamental emphasis in the analysis, we saw the importance of considering the effect of individuals, governmental structure and policy and ideas or climates of opinion upon the issue and upon the actors' interests and goals, their political resources and their strategic and tactical choices. In particular, the result of our analysis suggests that the fundamentals of politics--the conflict of interests--is probably not well understood without attention to how interests and goals are formed and modified and what actors can or cannot do in a political situation.

2. Second, it appears that policy-making is not, by and large, simply a matter of "problem-solving" in which "decision-makers" identify some "common" goal and try to find the "best" solution. Rather, it is a matter of several groups having different interests and making different policy choices which cannot easily be weighed against each other in some "cost-effective" way. From an analytical point of view, it therefore appears that the most important questions to ask in the study of policy-making are still those of Lasswell: who gets what, when and how?

3. Case studies, such as this one, present both opportunities and problems for those interested in theorizing about politics and policy-making. Case studies undoubtedly provide a sense of the complexity and nuances of real world policy-making which those interested in more abstract model-building should remember. But the fact that individual case studies tend to be unique, even isolated and involve different issues, analytical techniques and questions, the generalizing about politics and policy-making is made difficult because comparison is difficult. It is possible that some of these

problems might be overcome. Programs of coordinated case studies which apply similar questions, methods of analysis and interpretive frameworks to a carefully selected set of issues could reveal important generalized aspects of political behavior and policy-making. In contrast, the application of different models to a single case might also be useful.[4]

Some Practical Suggestions for Decision-making and Administration

1. In the debate over transferability, little attention, if any, was given to the actual degree of academic success or failure transfer students met compared to students whose entire university studies were taken in a single university or whose admission to university study was by regular matriculation. Nor was there any serious advocacy of such studies such that data relevant to the controversy might have been available to help settle some specific debates. As a device for monitoring the effectiveness of decisions on transferability and program articulation, perhaps such comparative studies should be initiated and the results shared widely among post-secondary institutions. This suggestion, of course, assumes that the search for information relevant to policy questions will make more "rational" their resolution.

2. This investigation makes very clear the need for institutional administrations to be aware and sensitive to certain socio-political realities and changes in these if they intend to be influential as political participants. This is to suggest, of course, that reliable knowledge is at least the beginning of effective influence, if not power, in a political situation. Those who

recognize this need will see, for example, the crucial significance of legislation and legislative change as a means and as a protection for the realization or containment of interests in a controversial situation.

3. The inability or unwillingness of university representatives to speak for their institution was often a source of difficulty in the resolution of the transfer controversy. Undoubtedly this was related to the large size and diversity of universities and to the traditions of academic governance within them. This suggests that university people particularly try to answer these questions: How can spokesmanship in the university be improved without jeopardizing the concept of academic governance? and, How can administratives procedures be devised which will be more immediately responsive to problems which arise in interinstitutional relationships?

4. From the point of view of day-to-day decision-making and administration, policy constitutes a general solution or guide for solving several specific problems or carrying out certain particular actions. This does not mean, however, that broad intentions regarding a certain matter can always be decided first by so-called "policy-makers." Nor does it mean that one can easily recognize when a particular action or way of doing something is or is not within the limits of a broad intention. In some respects, it appears that the Department's approach up to the end of 1973 was to make assumptions such as these. It seemed to expect post-secondary institutions to agree to general policies on transferability, including the creation of an articulation council. This expectation perhaps minimized the support for the Council as system-wide forum for policy-making which

presumably, the Department thought was so important to create. Why could not the Department have created the Council first (and earlier in the course of the controversy) and let the general policies for transferability be developed by it? By this strategy, particular problems in particular institutions might have become more matters for joint solution by Council members rather than being, as they often were, simply reasons for objecting to this on that broad policy proposal because its application to particular situations would prove too troublesome. Thus, bureaucrats, who work at some distance from the daily operation of post-secondary institutions, need to consider carefully the problems as well as the opportunities that their intentions and interventions may present.

FOOTNOTES TO CHAPTER 6

[1] R.H. Cooke and D.C. Harper, "College-University Transfer: Evolving a Province-wide Solution," CAUT Bulletin, (December, 1974), 15-16.

[2] D.K. Jardine, "Transferability: A Matter of Integrity," CAUT Bulletin, (December, 1974), 15-16.

[3] Ibid., p. 15.

[4] See, for example, Graham Allison's use of three models in his examination of the Cuban missile crisis. Essence of Decision: Explaining the Cuban Missile Crisis (Boston: Little, Brown and Co., 1971). For a fuller discussion of other possibilities and the issues involved in case studies see also R. Simeon, "Studying Public Policy," Canadian Journal of Political Science 9:4 (December, 1976), 548-80.

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APPENCICES

APPENDIX A

LETTER TO POTENTIAL INTERVIEWEES

FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION
Room 7-150

THE UNIVERSITY OF ALBERTA
EDMONTON, CANADA
T6G 2E1

February 12, 1976

Dear

I am a doctoral student at the University of Alberta presently engaged in dissertation research. The main purpose of the study is to examine recent efforts (especially since 1970) to resolve "the transfer issue" in Alberta. The issue is viewed, in broad terms, as concerning the accessibility of persons to higher education and the type of arrangements which might exist among institutions to facilitate this accessibility. In narrower terms, the issue is considered as a problem in deciding the degree of advanced credit, if any, a student should receive upon transferring from one institution to another, as from a college to a university. More recently, the issue has arisen as a problem in public policy-making on the matter of articulation in a system of post-secondary education. In particular, I am interested in obtaining information related to the views of interest groups on this issue and the circumstances which account for the controversy becoming a matter of direct governmental interest as shown by the policy proposals related to admissions and transfer credit presented by the Department of Advanced Education in late 1973.

In the course of my investigation, I have identified a number of persons from whom I might seek information and opinion as regards this issue. You have been identified as such a person and I would appreciate your assistance. I would like to have an interview with you. The interview would be approximately 30 minutes in length and I would tape-record it. At no time will an entire transcript of the interview be used in the dissertation. Further, should there be certain statements which you would not want attributed to you personally, but which are deemed essential information for this thesis, then such statements will be attributed to "a spokesman," "informed observer" or some other appropriate anonymous acknowledgement. Also, I would appreciate receiving copies of any documents—especially

Cont. . . .

page 2 . . .

letters, position papers, briefs or reports—which amplify or illustrate your taped comments and observations.

I plan to conduct interviews in your area during February 23-25 and March 1-5. I hope that we can arrange to meet on one of these dates.

Should you decide to grant my request, please complete and return the enclosed Interview Confirmation sheet at your earliest convenience; if you will not be available, please suggest another person whom I might contact for information. Should you wish to contact me by phone, I can be reached at my home—434-7817 (please call collect)—or office—432-3094 (please leave message).

Thank you for your help.

Yours truly

John C. Long

JCL/eb
Encl.

INTERVIEW CONFIRMATION

Please return this sheet at your earliest convenience in the stamped, self-addressed envelope provided:

1. Respondent's Name ____________________ Phone No. ________

2. During February 23-25 and March 1-5, I will be available for an interview on ____________________ (date) at ____________ (time)

   OR

   ____________________ (date) at ____________ (time)

N.B.: One of the above alternatives will be confirmed in advance.

3. I will not be available during the days specified but will be available on ____________________ (date(s)) at ____________________ (time(s))

4. I will not be available but suggest you might contact the following person(s):

name	address	phone no.
name	address	phone no.
name	address	phone no.

Thank you.

John C. Long

APPENDIX B

LIST OF INTERVIEWEES
AND
INTERVIEW SCHEDULE

Dr. Willard F. Allen, Associate Vice-President (Academic), The University of Alberta.

Dr. Harold S. Baker, Chairman, Council on Admissions and Transfer.

Dr. W. E. Beckel, President, The University of Lethbridge.

Dr. H. Betz, Vice-Dean, Faculty of Arts and Science, The University of Calgary.

Dr. Donald Black, Department of Educational Psychology, The University of Calgary.

Dr. W. A. Blanchard, Associate Dean, Faculty of Arts, The University of Alberta.

R. A. Bosetti, Assistant Deputy Minister, Alberta Advanced Education and Manpower.

W. A. Doug Burns, Assistant Registrar and Admissions Officer, The University of Alberta.

Professor Philip Butterfield, Associate Dean, Faculty of Arts, The University of Lethbridge.

Dr. G. Campbell, Faculty of Education, The University of Lethbridge.

The Honourable Robert Clark, M.L.A., Leader of the Opposition, Province of Alberta.

Mr. Neil Clarke, Director of College Programs, Alberta Advanced Education and Manpower.

R. H. Cooke, Representative of Public and Regional Colleges, Council on Admissions and Transfer.

C. L. Dick, Vice-President (Academic), Medicine Hat College.

Don C. Harper, Representative of Public and Regional Colleges, Council on Admissions and Transfer.

John Harr, President, Grant MacEwan Community College, Edmonton.

Dr. A. E. Hohol, Minister, Advanced Education and Manpower, Government of the Province of Alberta.

Dr. G. O. Kelly, Director of Academics, Red Deer College.

Dr. Henry Kolesar, Assistant Deputy Minister, Alberta Advanced Education and Manpower.

G. Krivy, Director of Admissions, The University of Calgary.

Dr. G. Loken, Assistant to the Dean, Faculty of Education, The University of Calgary.

H. A. MacNeil, Superintendent, Edmonton Catholic Schools.

Mr. M. McManus, Board of Governors, The University of Calgary.

Dr. Gordon L. Mowat, Department of Educational Administration, The University of Alberta.

Dr. W. B. Pentz, Senate, The University of Calgary.

Dr. R. W. Reesor, Academic Dean, Camrose Lutheran College.

Dr. K. V. Robin, Dean of Instruction, Lethbridge Community College.

Mr. Douglas Ure, Director of Student Services, Red Deer College.

Dr. W. H. Worth, Deputy Minister, Alberta Advanced Education and Manpower.

Dr. Max Wyman, Human Rights Commission, Edmonton.

An Interview Schedule

Designed to Collect Data for the Thesis

The Transferability Issue in Alberta: A
Case Study in the Politics of Higher
Education

by

John C. Long

1. You have been identified as one who was involved in, or is familiar with, the transferability issue in Alberta post-secondary education. When and how did you become involved/ interested in this issue?

2. What do you think the co-called transfer issue is about, or has been about, essentially? Please indicate the time, circumstances or events of which you speak.

3. With respect to each of the following groups or agencies:

   A. What do you understand as their main concerns and objectives (interests) regarding this issue? Did these change over time?

   B. How did they seek recognition of their concerns and the realization of their objectives? What strategies or tactics were employed?

      (i) The universities? (Are there or were there any differences in concerns and objectives among them?)

      (ii) The colleges? (Are there or were there any differences in concerns and objectives among them?)

      (iii) The Alberta Colleges Commission (during 1969 to 1972)?

      (iv) The Alberta Department of Advanced Education (during 1971 to December, 1975)?

      (v) The Universities Coordinating Council (during 1971 to September, 1974)?

      (vi) Other post-secondary institutions (such as the Northern Alberta Institute of Technology (NAIT) in Edmonton or the Agricultural and Vocational College at Olds, Alberta)?

      (vii) Any other groups or agencies or associations that you consider important actors in this issue?

4. Are you aware of any documents related to the concerns and objectives of any of these groups, agencies or associations? Where might I obtain them?

5. Are there other documents which are related to the transferability issue, in general, which you would recommend to me? Where might I obtain these documents?

6. Would you say that the issue has been resolved? Why do you say this?

7. Are you aware of any particular developments or circumstances which may have influenced either the outcome of the controversy or the objectives of any group, agency or association? Please elaborate.

8. Are you aware of the involvement of any individuals whom you would consider especially influential in the controversy? Who are they and how were they especially influential?

9. Do you have a position on this issue? Have you always held this point of view or not? Why do you take this position?

10. In your opinion, what are the implications of the outcome of this issue and the manner of its resolution (if it has been resolved) for the operation of post-secondary institutions and their relationships with other institutions or agencies? Speak to both "practical" and "philosophical" considerations.

APPENDIX C

BRIEF OT THE ACADEMIC PLANNING COMMITTEE, THE UNIVERSITY OF ALBERTA, OCTOBER 4, 1966

A brief prepared by the Academic Planning Committee regarding "The Stewart Report" was considered by the Executive Committe of General Faculty Council on October 7, 1966, and was referred to General Faculty Council itself, with a number of amendments proposed by the Executive Committee, on October 24, 1966. General Faculty Council reviewed the original brief and the proposed amendments, approved the brief in its revised form, after having added two minor revisions itself, and agreed that it go forward to the Board of Governors as representing the view of General Faculty Council.

The brief as reviewed by the Executive Committee and General Faculty Council appears below:

THE STEWART REPORT

The "Special Study on Junior Colleges" by Andrew Stewart (December, 1965) offers several suggestions with respect to the needs of Alberta for post-secondary education. One suggestion is called "The Main Proposal" while others are referred to as modifications thereof.

Central features of the Main Proposal and the assumptions upon which it rests are the subjects of reactions offered in this document, which also presents "a position statement" on Junior Colleges in Alberta. (Stewart prefers the term District Colleges. The words District and Junior are used synonymously in this paper.)

1. The General Concept of the Junior College

Two conclusions reached by Stewart (p. 46) partially reveal his concept of the Junior College:

> What is the role of the Junior College?
>
> "(1) The term Junior College should be abandoned. It implies an institution preparatory to university, fulfilling the requirements or part of the requirements for a university degree. The District Boards would be responsible for all forms of post-school educational services, other than university programs. The Boards could operate colleges, including comprehensive colleges, which would be referred to as District Colleges. By arrangements, students taking certain programs at colleges in the District would be permitted to transfer to a university.
>
> "(2) As Junior Colleges grow in size, how will their role develop? The role of the District Boards would be to provide non-university post-school education of all kinds, with the opportunity for some students, on completion of two years in an approved District College, to transfer to university. District Colleges would be limited to

> transfer programs of two years' duration; and students with a Diploma would require attendance at a university for at least two years before receiving a degree. District Colleges would not become degree-granting institutions. Universities or branches of universities might be established in Districts."

2. Junior Colleges and University Education

Notwithstanding the emphasis seemingly placed upon the non-university role of Junior Colleges, the bulk of Stewart's discussion of "The Main Proposal" deals with the university function of the Colleges.

2.1 University enrolments. Stewart estimates that, by 1975-76, there will be 33,000 university students in Alberta, of whom 22,000 will want to attend a university in the northern part of the province. Eleven thousand will want to attend a university in the southern part of the province where, it is assumed, Calgary will by that time offer an expanded range of programs.

Present plans call for the accommodation of 18,000 students at Calgary and the development of a second Southern-Alberta university at Lethbridge. It is clear, therefore, that the problem of accommodating university students is now acute only in the north. The problem will likely remain acute until the 1980's. Accordingly, the Stewart recommendations are of major interest to the people living north of Red Deer and of immediate concern to the University of Alberta.

2.2 A four-year university program. One assumption upon which Stewart's Main Proposal rests is that all university degree programs should and will require at least four academic sessions of study beyond Grade XII. This requirement involves an academic decision to add a year of study to the general programs of the Faculties of Arts and Science, and to other programs that now extend over three years only.

The general introduction of four-year programs would not alleviate the problem of providing accommodations for university students. Indeed, it would aggravate the problem. Some years ago, however, the introduction of four-year programs was suggested to the Board of Governors by General Faculty Council. The same suggestion, if raised today, might be endorsed by present council but its endorsement for academic reasons would not imply endorsement of any other feature of Stewart's Main Proposal.

2.3 Major separation of first-year and second-year enrolments from universities. Stewart assumes that a substantial proportion (probably about two-thirds) of university students will attend Junior Colleges for the first year and possibly the second year of university studies. The high proportion suggested implies that, normally, first-year students will not be allowed freedom of choice to attend a college or a university. The further implication is that students who achieve success in certain two-year college programs will be eligible for entry to third-year programs in the university without penalty.

Stewart gives several reasons why a combination of two years at a District College and two years at a university would be an improvement over the situation presently existing in Alberta. Two of his reasons require mention here.

(i) Many students have difficulty in making the transition from high schools to universities. One study indicated that, ten years after their admission, 38% of university students had not achieved degrees. Stewart seems to believe that a substantial proportion of such students could achieve success in a two-year college program, that some would decide thereupon not to go to university, and that others would make the transition to university life more easily than they would have with direct entry from high schools;

Stewart seems to argue that the problem of failures in post-secondary education will, therefore, be largely solved. It seems doubtful, however, that many students who cannot make the transfer to university at the first-year level can do so at the level of the third year. There are, moreover, reasons other than failure which contribute to incompletion of degree programs. Stewart's arguments consist of speculations which have not been tested—whose truth has not yet been established. Such speculation, by itself, provides no reason to remove from the university the majority of first-year students who do make successful transitions to the university, even though their numbers "could be a significant factor in contributing to the success of the District institutions" (p. 44).

(ii) The second of Stewart's reasons for mass removal of first-year and second-year students from the university is to enable the colleges, "particularly in Districts with relatively small numbers—[to] draw upon a diversified student body, of sufficient size for effective and economical operation with attractive functional facilities and competent staff" (p. 44).

The Academic Planning Committee does not question a relationship between a large student body and effective, economic operations. It does question, however, the contention that the major portion of all first-year and second-year university students in the province must, therefore, be housed in District Colleges. The number of students who enter the first year of university is small in comparison with the number of youth who undertake other forms of post-secondary education or pursue none at all. There is a large population which might be attracted into post-secondary education in institutions that offer no university work of any kinds. The Academic Planning Committee supports completely the creation of District Colleges to meet this major need.

3. Rejection of Major Proposal

In the light of the foregoing appraisal, Stewart's Major Proposal is rejected by the Academic Planning Committee. Particularly, his proposed removal of a major portion of junior enrolments from universities is judged to be unnecessary, quantitatively, for the growth of colleges and low in potential for the solution of other problems mentioned.

Several other reasons for rejection of the Main Proposal should be treated.

a. Regarding staff: During the present year, 1966-67, the University of Alberta had 306 academic positions to fill. For 270 permanent positions which were open, only 162 staff could be recruited. Moreover, by September 1, 1966, the University was able to fill a total of only 249 positions on any basis. In addition to staff, the University employs graduate teaching assistants. Currently, about 700 assistants do work equivalent to that of about 230 full-time staff. With the current shortage of qualified people, it is no longer possible to run the University without graduate teaching assistants.

Since an institution like the University of Alberta, offering the facilities that it does, has major difficulty recruiting an adequate staff, it seems extremely unlikely to the Academic Planning Committee that an institution like a district college could reasonably expect to attract a staff qualified to teach thousands of first-year and second-year university students. Certainly, the recruiting experiences of present junior colleges in Alberta, does not provide any basis for such expectation. It is our position that in general smaller institutions will experience greater recruiting problems.

Related to the problems of staffing produced by difference in size is the question of quality of instruction. The argument might be raised that the employment of junior college staff with qualifications similar to those of graduate teaching assistants as presently employed in the university would not cause the level of first and second year instruction in junior or district colleges to fall below that at present in operation in the university. It is one situation however, to have persons so qualified teaching independently (as they will in colleges) and another situation to have them teaching under the supervision of highly qualified staff as in the university.

b. Regarding costs: Even granting an adequate level of instruction in district colleges, the costs of the separation of first-year and second-year students from the university and their installation in colleges would be prohibitive.

By 1975-76 (a time, Stewart estimates, when there will be 22,000 university students in northern Alberta) there should be at least 4,000 graduate students in the university. Of these, at least 2,000 would normally be employed as graduate teaching assistants, at an estimated cost of about $6,000,000. The shifting of teaching duties from these assistants (in the university) to even 500 full-time staff (in colleges) would cost at least $6,000,000, and probably more, by 1975-76. But the shift involves more than transferring expenditures. It represents the removal of major financial support from the graduate program. If work for 2,000 graduate students were taken away, then at least $4,000,000, or possibly the whole $6,000,000 would have to be replaced in the form of scholarships. Surely no other course of action would be comprehensible in an era when Alberta and the rest of Canada are short of highly trained professionals, when economic and general social development are largely contingent upon more advanced education, and when expenditures for education are firmly established as being investments yielding high national returns.

The sum of direct and indirect costs of Stewart's Main Proposal would indeed be high. The Academic Planning Committee cannot endorse a plan for post-secondary education in northern Alberta that will add millions of dollars to the cost and, at the same time, provide an inferior form of university education.

4. Modification of Main Proposal

The Stewart Report goes on to consider modifications of the main proposal, which are dependent upon decision as to whether a year of study is added to the present three-year program, and whether students will be required to attend a district college. The report states that removal of the restriction of required attendance at a district college would imply additional university facilities in Edmonton in the near future. The Academic Planning Committee, General Faculty Council and the Board of Governors have previously recommended an expanded campus for the University of Alberta.

5. A Position Statement by The Academic Planning Committee

The Academic Planning Committee is critical of the Stewart proposals but recognizes the need for college-type educational institutions to be developed in Alberta. The following positions are recommended for adoption by General Faculty Council.

5.1 Governing views are:

(i) The education of non-university students should comprise the main function of district colleges; and such colleges should be established only as the need for them is demonstrated.

(ii) The universities, in all years of their programs and enrolments, should be allowed to develop without the penalty of the forced division, suggested by Stewart's main proposal.

(iii) All post-secondary students should be allowed choice of institutions, commensurate with their academic eligibility.

5.2 Recommendations are that:

(i) General Faculty Council recognizes that there may be a need for district colleges throughout the province, to offer a variety of two-year programs, non-university in character, for post-secondary education.

(ii) General Faculty Council oppose, as general practice, the creation of district colleges primarily for the accommodation of matriculated students desiring university education, the only exceptions being districts in which universities are to be established within a six-year period.

(iii) General Faculty Council recommend that in districts which have no university facilities, colleges be allowed to offer, with the approval of the co-ordinating Council and the Universities Commission, university work of first-year level.

(iv) General Faculty Council recommend that in districts which have university facilities, a district college should not be allowed to offer university-level work, except where the program is of a special nature such as the bilingual program in the case of College St. Jean, or the combined university-matriculation program at Mount Royal College.

(v) General Faculty Council support plans for joint university college efforts to provide students not formally qualified as matriculants, a "second change" route to university studies.

Submitted by Academic Planning
Committee

October 4, 1966.

APPENDIX D

REPORT TO ADVISORY COMMITTEE ON AFFILIATION OF COLLEGES WITH UNIVERSITIES

R. FAST, ALBERTA COLLEGES COMMISSION

APRIL, 1970

REPORT TO ADVISORY COMMITTEE ON AFFILIATION OF COLLEGES WITH UNIVERSITIES

PROBLEM

Several months ago, the Director of Instructional Services in agreement with members of the Commonalities Committee indicated he would attempt to clarify the status of the affiliation document prepared jointly by Drs. Mowat and Neal, and accepted by the Universities Coordinating Council and the Alberta Colleges Commission. Since the agreement assumes that existing affiliations at the first year level will continue to remain in effect until one group or the other terminates them, the problem does not lie immediately at the first year level, but rather at the level of second year affiliation. Furthermore, this document is not clear as to the procedures or methods to be followed in establishing an affiliation arrangement at the second year level.

ACTION

As a result of this uncertainty, the universities have proceeded to establish a variety of hierarchies and procedures to examine colleges for approval of second year courses. The example below will indicate some of the confusion which ensued.

Example: The Red Deer Situation

Red Deer College made application jointly to the Universities Coordinating Council and to General Faculties Council. This resulted in the following seven committees having to give approval to the Red Deer request:

1. Universities Coordinating Council.
2. Junior Colleges Committee.
3. Ad Hoc Committee.
4. General Faculties Council.
5. Executive Council.
6. Junior Colleges Committee.
7. Ad Hoc Committee.

This approval had to be granted after all University Department Heads had given approval on faculty, and in some cases texts, curriculum guides, and examinations.

Besides the above confusion, we became aware of the fact that at least two if not three groups at the University were drafting separate affiliation agreements.

The Ad Hoc Committee of the Coordinating Council of which I was a member, after visiting the Red Deer College, recommended without any reservation that the second year program for Red Deer be approved. But it went further to recommend to the Coordinating Council that affiliation procedures be clarified and that the process be shortened.

Then since it became evident that the Red Deer request which would receive approval from the Universities Coordinating Council and its two sub-committees, but not from General Faculties Council and its three sub-committees (at least until they had visited the college for the same reasons as the other committee), Dr. Kolesar contacted the Coordinating Council and requested permission to appear at their next meeting.

The Medicine Hat case was similar to the Red Deer case in most respects and therefore will not be discussed here.

Meeting with Coordinating Council

On April 28, Dr. Kolesar and I met with the Universities Coordinating Council to discuss affiliation problems. We requested that approval be given to the Medicine Hat and Red Deer Colleges to offer second year of the university transfer program. Out of this request arose a good deal of discussion on the problems presented within this report. We were informed by the Chairman, Dr. Carrothers, that while it was too late to assist in the Red Deer request, every effort would be made to combine members of the two major committees in the Medicine Hat evaluation. I was also a member of this committee. However, when I inquired as to the joint membership of the committee upon my arrival in Medicine Hat, the members indicated that they were not aware of it, and assumed they were representatives of the Coordinating Council only. Nevertheless, the evaluation took place and a recommendation should be forthcoming shortly on the Medicine Hat situation.

THE FUTURE

While to say that things have not gone well might be recorded as the understatement of the year, we do see a glimmer of hope on the horizon. We say this for several reasons. First, we are confident that Red Deer's request will be approved for September, 1970 and that approval will be given to Medicine Hat if not in 1970 then in 1971. But we also have an indication that the Coordinating Council will meet with us in the near future to establish shorter and more reasonable procedures for affiliation. We were given this assurance by the Chairman of the Coordinating Council when Dr. Kolesar and I met with that group in April. If the Coordinating Council does not initiate action sooner, we will attempt to begin discussions early in the fall of this year.

APPENDIX E

A REPORT (1970):
"THE AFFILIATION OF COLLEGES"

UNIVERSITIES COORDINATING COUNCIL

ADOPTED DECEMBER, 1970

THE AFFILIATION OF COLLEGES

Affiliation

1. a. Proposed or existing Colleges, both public and private, may apply for affiliation with a provincial University to offer university transfer courses. The application should be accompanied by a brief setting out the steps which the College has taken, or will take, to meet its responsibilities as these are laid down in this document. The principal purpose of the application will be to arrange for students to enter Alberta provincial Universities.

1. b. Affiliation with a University which is represented on the Universities Co-ordinating Council will entitle the students of the College to apply for admission to any other University so represented, on the same terms and conditions as are applicable in the case of students from the affiliating University.

1. c. In the case of a proposed or existing public College, the application should be directed first to the Alberta Colleges Commission (hereinafter the Commission), with a copy to the Universities Co-ordinating Council (hereinafter the Council), and must be forwarded by the Commission to the Council at least twelve months before the date on which the application can become effective. In the case of a proposed or existing private College, the application should be directed first to the Council and must be received by the Council at least twelve months before the date on which the affiliation can become effective.

1. d. The Commission and the Council will act in consultation and agreement on the application of a proposed or existing public College; the Council will act on the application of a proposed or existing private College. In the case of a proposed or existing public College, neither the Commission nor the Council will communicate its decision to the applicant College nor to any other party without previously having passed it to the other. In either case, the General Faculty Council of the University with which the affiliation is sought will appoint an evaluation committee consisting one member nominated by the Council, three members nominated by itself from the staff of its own University, one member nominated by each of the other Universities that are members of the Council and, in the case of a proposed or existing public College, one member nominated by the Commission. The evaluation committee will visit the proposed or existing College and hold such discussions as may be necessary before submitting a report to Council on the basis of which a recommendation will be submitted to the General Faculty Council of the University with which the affiliation is sought. The evaluating committee in submitting its report to Council will have regard to all the responsibilities of the proposed or existing College as these are laid down in this document.

1. e. The extension of a public College's university transfer courses beyond the level of university first year, or any changes in affiliation must be sought from the Council and the Commission; a similar extension of the university transfer courses or any change in affiliation for a private College must be sought from the Council, and the same procedures will apply as in 1.d.

2. Period of Affiliation

2. a. An affiliation agreement between a University and a College will be continuous, but subject to review as required.

2. b. A University, the Council, a College, or (in the case of a public College) the Commission at any time may apply for the review of an existing affiliation.

2. c. When there is an application for the review of an existing affiliation or any change in affiliation, an evaluation committee constituted as above (in 1.d.) will be set up for the purpose of such a review which will submit a written report to the Council for a private College and to the Council and Commission for a public College.

2. d. The Council for private Colleges, and the Council and Commission for public Colleges, will establish a schedule of periodic review independent of 2.b., which shall entail the review of each and every College not less than once within each period of five years.

3. Staff

3. a. A College instructor appointed to teach first-year university courses, whether full-time or part-time, shall have at least a master's degree, or its equivalent, with appropriate content and specialization for the course or courses he is to teach.

3. b. A College instructor appointed to teach second-year university transfer courses, whether full-time or part-time, shall have substantially more than a master's degree, or its equivalent, with appropriate content and specialization for the second-year course or courses he is to teach.

3. c. A minimum staff of six College instructors giving the major portion of their time to first-year university transfer work is required to offer first-year university transfer courses.

3. d. In addition to the minimum staff of six College instructors necessary to provide a first-year university transfer program, a College, to offer second-year university transfer courses, must have at least ten additional instructors possessing academic qualifications as outlined above (3.b.).

3. e. Once an affiliation agreement has been established, the responsibility for the appointment of College staff offering university transfer courses should be left to the affiliated College unless an evaluation committee has specified temporary restrictions based upon circumstances found in the course of its investigation.

3. f. Each proposed or existing College shall establish policies dealing with academic appointments, academic freedom, tenure and student relationships. In addition, each proposed or existing College shall establish an academic council, or council, to facilitate participation in the development of the academic program in a fashion similar to that used in the Universities. The evaluation committee shall investigate and report upon these policies and academic councils.

4. Equipment

4. a. Each College shall provide adequate instructional resources and facilities, particularly in relation to such matters as laboratories, library, etc. The adequacy of these instructional facilities, for the offering of first-year university transfer courses and for the offering of second-year university transfer courses, in the first instance, shall be established by the evaluation committee inspecting the College (a) for approval to offer first-year university transfer courses and (b) for approval to offer second-year university transfer courses.

5. Curriculum

5. a. The main concern of the Universities who are members of the Council is that students taking university transfer courses at an affiliated College will be provided with courses of a comparable quality to courses at the same level offered by those Universities.

5. b. University transfer courses offered at a College, therefore, need not be identical with those offered at any provincial University. Each College will control its own curriculum, teaching methods and examinations, but with the clear understanding that its students will be evaluated as to their university course credits and as to their appropriate place in a degree program by the University faculty and/or department receiving them.

5. c. Agreements to offer university transfer courses in general will be in terms of particular programs, or areas of study the range of courses necessary in the first instance being specified by the evaluation committee.

5. d. A College will, to guide it in the evaluation, and if necessary in the amending of its university transfer programs, maintain records of its students' university achievement and the Universities that are members of the Council shall pledge their co-operation in the provision of information.

6. Transfer of Credits

6. a. A College student seeking admission to a provincial University with a transfer of university credits obtained as a result of taking university transfer courses at a College, if required by the faculty of school at the University to which he seeks admission, shall possess the Alberta university matriculation, or its equivalent, necessary for admission to such a faculty or school.

6. b. It will be the responsibility of a College to advise Council of all courses offered as equivalent to those necessary for matriculation. If a private College, the Council should be advised directly; if a public College, the Council should be advised through the Commission.

6. c. The equivalence of such college courses to those normally accepted for matriculation shall be established initially by discussion between the Council and the Commission.

6. d. The high-school equivalent component of combined deficiency and preparatory programs for the purpose of a high school diploma will require a relationship between the Colleges and the Department of Education.

7. Financial Support

7. a. The Universities assume no responsibility for the financial support of affiliated Colleges. The responsibility assumed by the provincial government for approved Colleges is outlined in the appropriate sections of the Colleges Act (1969).

8. Affiliations with other Institutions

8. a. Colleges affiliated with a provincial University may not, without permission of the Council, have or enter into affiliation or accreditation agreements with other Colleges, or with Universities which do not have representation on the Council.

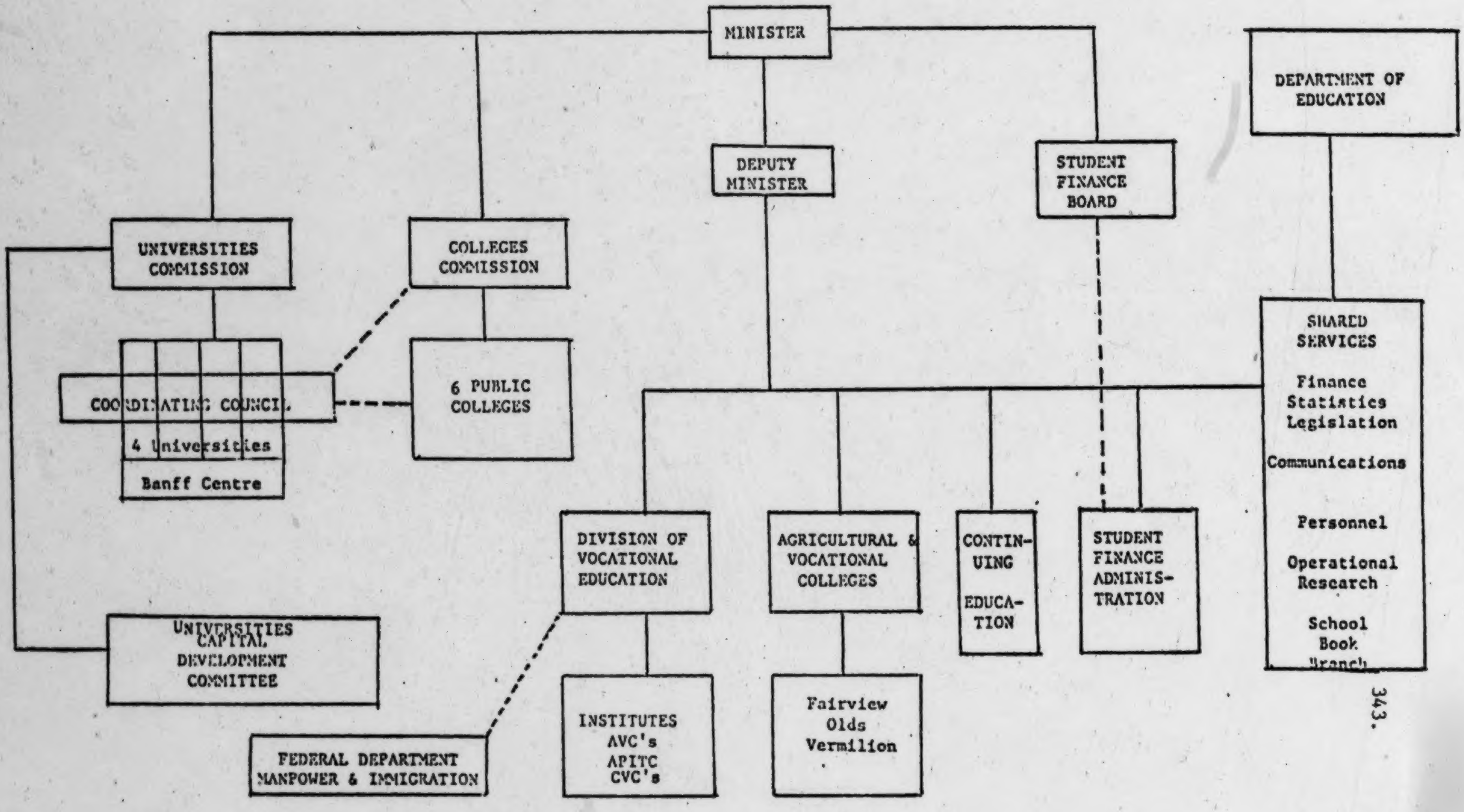
APPENDIX F

ORGANIZATION OF THE DEPARTMENT OF ADVANCED EDUCATION (OCTOBER, 1971 TO JANUARY 30, 1973).

Source: "Reorganization of the Department of Advanced Education," approved by Cabinet, January 30, 1973, p. 2.

Figure I

DEPARTMENT OF ADVANCED EDUCATION: "CURRENT ORGANIZATION"


MINISTER
DEPUTY MINISTER
STUDENT FINANCE BOARD
DEPARTMENT OF EDUCATION
UNIVERSITIES COMMISSION
COLLEGES COMMISSION
COORDINATING COUNCIL
4 Universities
Banff Centre
6 PUBLIC COLLEGES
SHARED SERVICES
Finance
Statistics
Legislation
Communications
Personnel
Operational Research
School Book Branch
DIVISION OF VOCATIONAL EDUCATION
AGRICULTURAL & VOCATIONAL COLLEGES
CONTIN- UING EDUCA- TION
STUDENT FINANCE ADMINIS- TRATION
UNIVERSITIES CAPITAL DEVELOPMENT COMMITTEE
FEDERAL DEPARTMENT MANPOWER & IMMIGRATION
INSTITUTES
AVC's
APITC
CVC's
Fairview
Olds
Vermilion

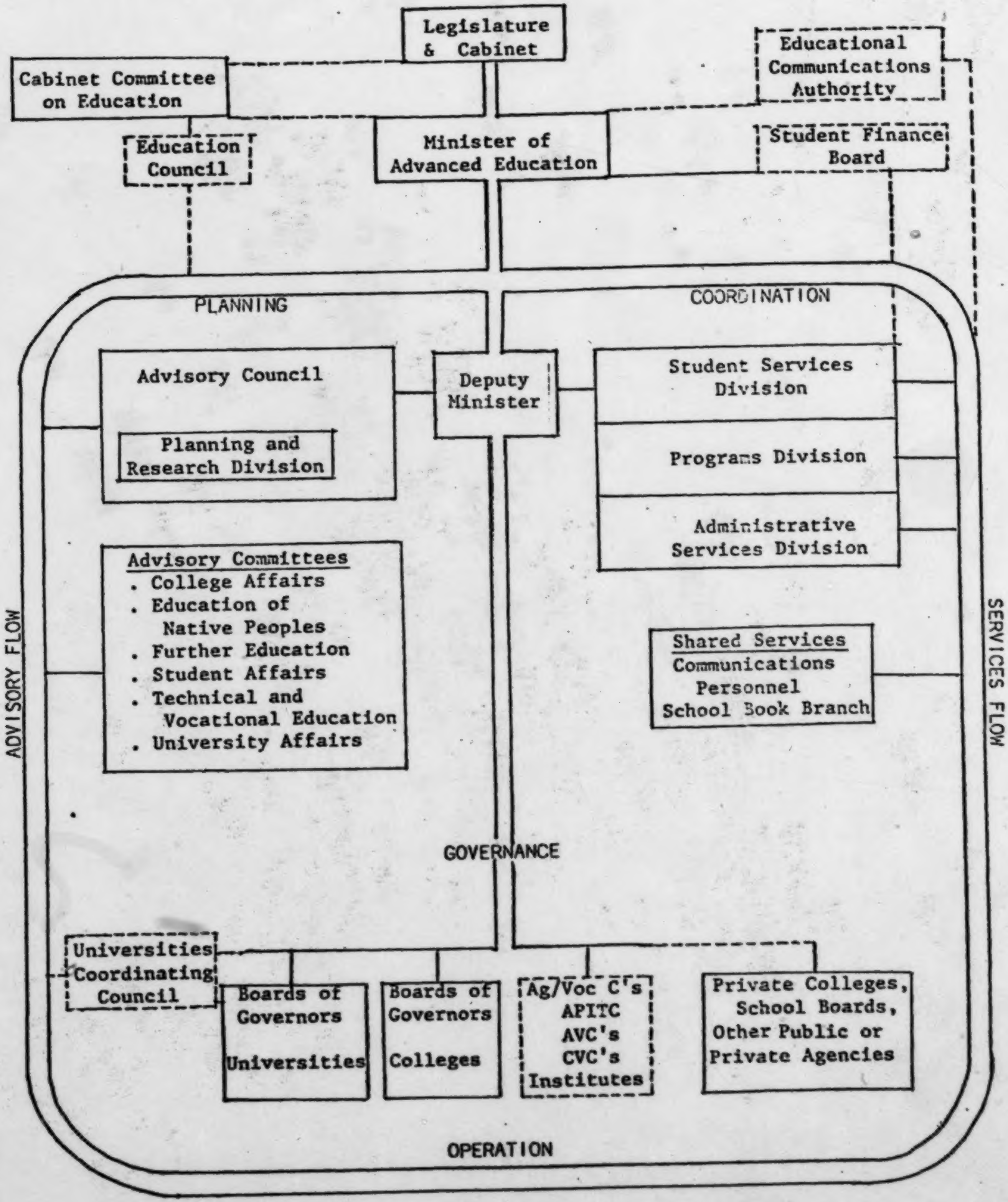
APPENDIX G

PROPOSED ORGANIZATION OF THE DEPARTMENT OF ADVANCED EDUCATION (JANUARY 30, 1973).

Source: "Reorganization of the Department of Advanced Education," approved by Cabinet, January 30, 1973, p. 8.

Figure II

Department of Advanced Education: "PROPOSED STRUCTURE"

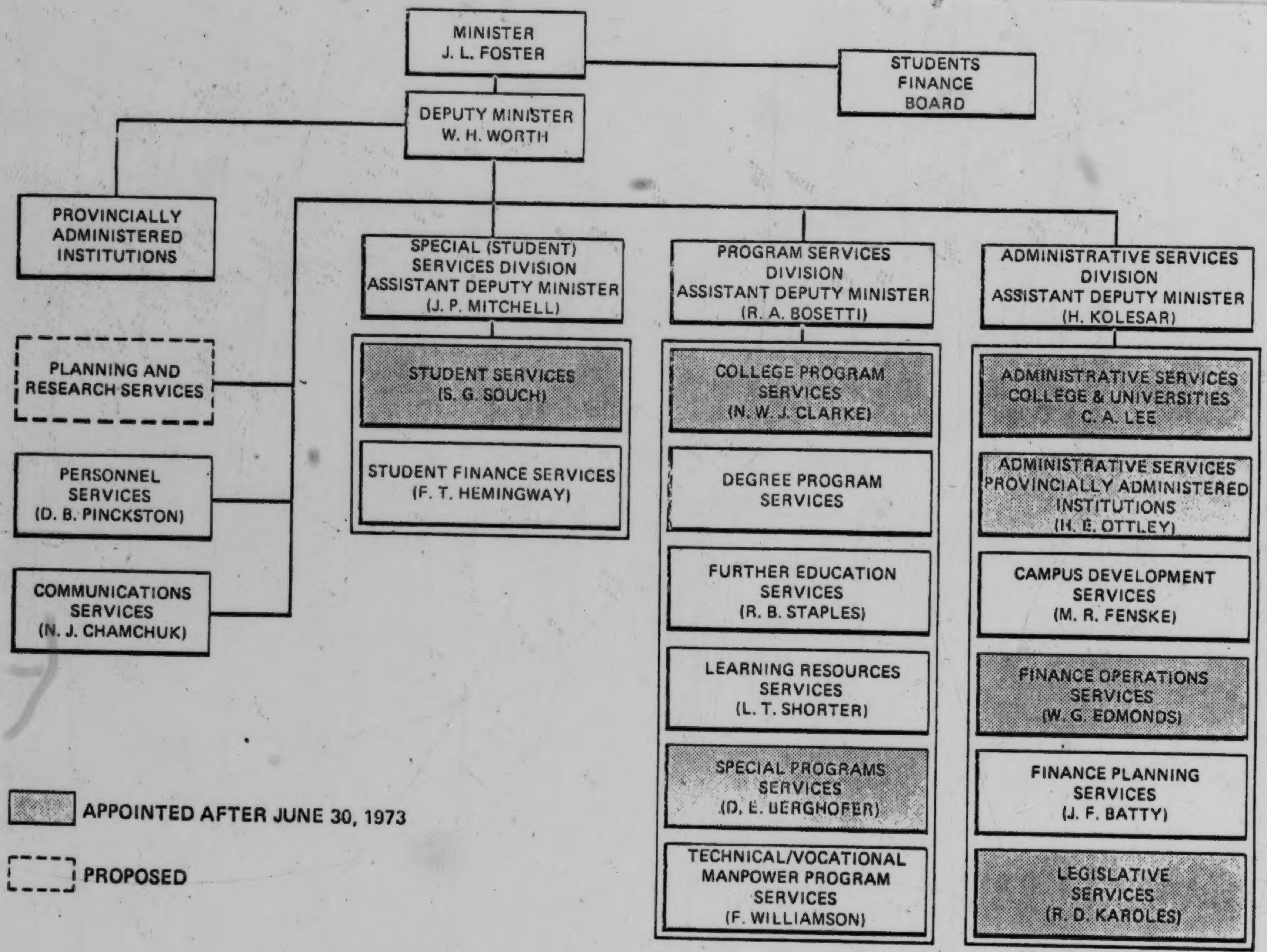

Legislature & Cabinet
Cabinet Committee on Education
Educational Communications Authority
Education Council
Minister of Advanced Education
Student Finance Board
PLANNING
COORDINATION
Advisory Council
Planning and Research Division
Deputy Minister
Student Services Division
Programs Division
Administrative Services Division
Advisory Committees
. College Affairs
. Education of Native Peoples
. Further Education
. Student Affairs
. Technical and Vocational Education
. University Affairs
Shared Services
Communications
Personnel
School Book Branch
ADVISORY FLOW
SERVICES FLOW
GOVERNANCE
Universities Coordinating Council
Boards of Governors Universities
Boards of Governors Colleges
Ag/Voc C's APITC AVC's CVC's Institutes
Private Colleges, School Boards, Other Public or Private Agencies
OPERATION

┌╌╌┐ status or function may soon be altered

APPENDIX H

ORGANIZATION OF THE DEPARTMENT OF ADVANCED EDUCATION (JUNE 30, 1973).

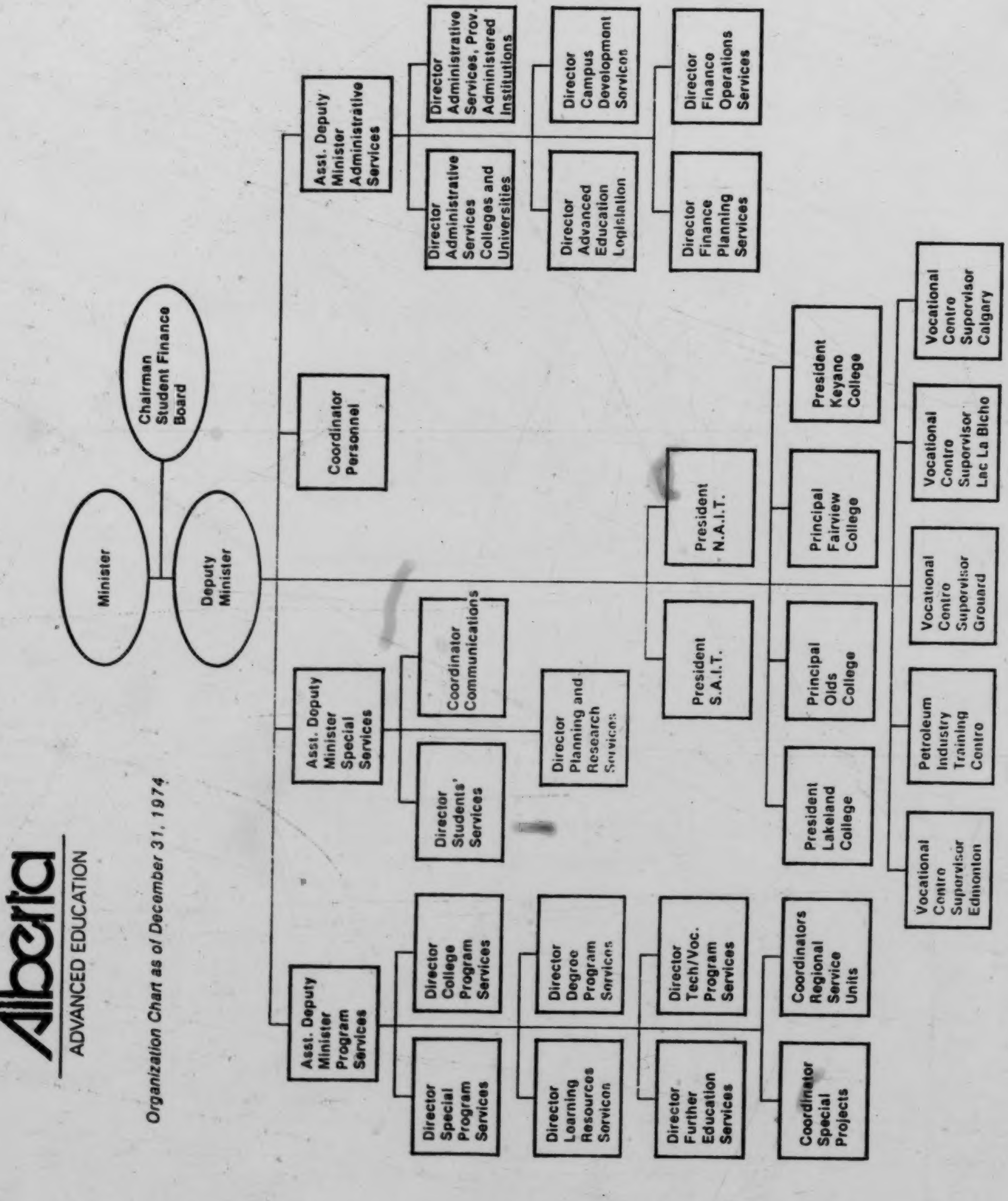
Source: Alberta Advanced Education.
Second Annual Report. (Edmonton:
Queen's Printer). 1973, p. 9.


MINISTER
J. L. FOSTER
STUDENTS FINANCE BOARD
DEPUTY MINISTER
W. H. WORTH
PROVINCIALLY ADMINISTERED INSTITUTIONS
SPECIAL (STUDENT) SERVICES DIVISION
ASSISTANT DEPUTY MINISTER
(J. P. MITCHELL)
PROGRAM SERVICES DIVISION
ASSISTANT DEPUTY MINISTER
(R. A. BOSETTI)
ADMINISTRATIVE SERVICES DIVISION
ASSISTANT DEPUTY MINISTER
(H. KOLESAR)
PLANNING AND RESEARCH SERVICES
PERSONNEL SERVICES
(D. B. PINCKSTON)
COMMUNICATIONS SERVICES
(N. J. CHAMCHUK)
STUDENT SERVICES
(S. G. SOUCH)
STUDENT FINANCE SERVICES
(F. T. HEMINGWAY)
COLLEGE PROGRAM SERVICES
(N. W. J. CLARKE)
DEGREE PROGRAM SERVICES
FURTHER EDUCATION SERVICES
(R. B. STAPLES)
LEARNING RESOURCES SERVICES
(L. T. SHORTER)
SPECIAL PROGRAMS SERVICES
(D. E. BERGHOFER)
TECHNICAL/VOCATIONAL MANPOWER PROGRAM SERVICES
(F. WILLIAMSON)
ADMINISTRATIVE SERVICES COLLEGE & UNIVERSITIES
C. A. LEE
ADMINISTRATIVE SERVICES PROVINCIALLY ADMINISTERED INSTITUTIONS
(H. E. OTTLEY)
CAMPUS DEVELOPMENT SERVICES
(M. R. FENSKE)
FINANCE OPERATIONS SERVICES
(W. G. EDMONDS)
FINANCE PLANNING SERVICES
(J. F. BATTY)
LEGISLATIVE SERVICES
(R. D. KAROLES)
APPOINTED AFTER JUNE 30, 1973
PROPOSED

APPENDIX I

ORGANIZATION OF THE DEPARTMENT OF ADVANCED EDUCATION (DECEMBER 31, 1974)

Source: Alberta Advanced Education. Fourth Annual Report. (Edmonton: Queen's Printer), 1975, p. 3.



Alberta
ADVANCED EDUCATION

Organization Chart as of December 31, 1974

Minister
Chairman Student Finance Board
Deputy Minister
Asst. Deputy Minister Program Services
Director Special Program Services
Director College Program Services
Director Learning Resources Services
Director Degree Program Services
Director Further Education Services
Director Tech/Voc. Program Services
Coordinator Special Projects
Coordinators Regional Service Units
Asst. Deputy Minister Special Services
Director Students' Services
Coordinator Communications
Director Planning and Research Services
President S.A.I.T.
President N.A.I.T.
President Lakeland College
Principal Olds College
Principal Fairview College
President Keyano College
Vocational Centre Supervisor Edmonton
Petroleum Industry Training Centre
Vocational Centre Supervisor Grouard
Vocational Centre Supervisor Lac La Biche
Vocational Centre Supervisor Calgary
Coordinator Personnel
Asst. Deputy Minister Administrative Services
Director Administrative Services Colleges and Universities
Director Administrative Services, Prov. Administered Institutions
Director Advanced Education Legislation
Director Campus Development Services
Director Finance Planning Services
Director Finance Operations Services

APPENDIX J

RECOMMENDATION ON TRANSFERABILITY, MASTER PLAN NUMBER ONE (SEPTEMBER, 1972).

Source: Post-Secondary Non-University Education
Master Plan Number One.
by R. A. Bosetti, Alberta Colleges
Commission, September, 1972, pp.105-107.

RECOMMENDATION

Transferability

The transferability of post-secondary students from one institution to another stands as one of the major unresolved problems facing the post-secondary education system in the Province of Alberta.

Stated in its simplest terms, the problem has four basic dimensions:

(a) How to provide for the admission of students who have achieved a high school equivalent standing through studies at non-university post-secondary institutions.

(b) How to provide assurance of advance standing to students who have completed university-related studies at non-university post-secondary institutions.

(c) How to ensure that the quality of education for which students are granted advanced standing is at least of the same standard as that provided by the receiving institution.

(d) How to ensure that each institution may preserve its autonomy with regard to the content and quality of the programs which it offers and for which it awards credit.

AFFILIATION ARRANGEMENTS

The first two dimentsions of the problem, admissibility and advanced standing, have been resolved in part only by affiliation arrangements negotiated on a one-to-one basis between colleges and universities. While students generally are admitted to universities on the recommendation of affiliated institutions, advanced standing is determined by the faculty and/or department of the receiving university. Such an arrangement provides little or no assurance to the student that he may transfer from a college to a university without loss of credit.

In addition to providing only a partial solution to the problem of transferability, affiliation arrangements may have serious implications for the sending institution. Although the specifc content of affiliation arrangements may vary with each institution, all deny the concept of institutional autonomy and integrity by imposing a junior-senior relationship between colleges and universities. While universities have maintained that affiliation arrangements are necessary to protect their own autonomy, each arrangement imposes serious restrictions upon college autonomy by either explicitly or implicitly specifying conditions with regard to the following matters:

(1) Qualifications of instructors and conditions of employment.

(2) Minimum staff requirements.

(3) Resources and facilities required.

(4) Content and organization of curriculum.

(5) Evaluation of students.

(6) Organizational structure and administration of the institution.

Affiliation arrangements have long been recognized as less than ideal solutions to the transferability issue.

THE NON-UNIVERSITY SYSTEM SOLUTION

The non-university post-secondary system addressed itself to seeking a solution to the problem of transferability of students within the non-university system. Representatives of the Agricultural and Vocational Colleges, Institutes of Technology, and Public Colleges, with the assistance of the Alberta Colleges Commission, prepared and jointly approved policies and procedures for the transfer of students within the non-university system.

Essentially, these institutions adopted the philosophy that ". . . all of the eleven post-secondary (non-university) institutions are mature, responsible, and viable educational institutions in their own right with mutually acceptable accreditation status" and then proceeded to establish a policy statement along with procedures for its implementation.

The university system, on the other hand, has remained unwilling to adopt a transferability policy on the grounds that it wishes to preserve its autonomy with regard to the content and quality of the programs for which it awards credit.

It appears that the problem of transferability will not be resolved either by discussion or by legislation. What appears to be needed is a short-term solution subject to review and modification following a trial period of operation.

RECOMMENDATION

80. That the statement of policy which follows be adopted as the basis for a two-year pilot project on transferability:

1. Any student who has successfully completed work in a public two-year post-secondary institution in Alberta shall be admissable to any other post-secondary institution in the Province upon the recommendation of the sending institution.

2. A student leaving an institution for purposes of transferring to another shall be advised

   (a) that program requirements may vary from one institution to another, and

(b) as to the level of advance standing for which he will be recommended to the receiving institution.

3. For the purposes of advance standing within the receiving institution, the sending institution shall maintain the right to certify that a given level of course work has been attained by the student, and recommend that the student be credited with advance standing to the level which it deems appropriate.

4. The receiving institution upon the recommendation of the sending institution has the obligation to accept the transferring student with credit for work successfully completed at the sending institution.

Adoption of this proposal will provide an immediate short-term solution to the problem of transferability. At the same time, it will provide a basis upon which to test the hypothesis that post-secondary institutions can function in an atmosphere of mutual trust and cooperation with each honoring the other's integrity and autonomy as an educational entity.

The ultimate test of the effectiveness of this proposal will be in the degree of success of transferring students. If it is found that sending institutions are unrealistic in their expectations, then the pilot project may be terminated and another solution sought.

APPENDIX K

THE COUNCIL ON ADMISSIONS AND TRANSFER (PROPOSED).

Source: THE ADULT EDUCATION ACT. A Draft for Discussion. Prepared by Legislative Services, Alberta Advanced Education and Manpower, July, 1975, pp.12-13.

Council on Admissions and Transfer

13. There shall be a Council on Admissions and Transfer which shall monitor and promote arrangements which will ensure

(a) that all qualified aspirants to advanced education are provided admission to the system of advanced education, and

(b) that transferability of credit

(i) facilitates student mobility among institutions, programs of study or courses,

(ii) avoids unnecessary repetition or duplication of course content, and

(iii) accommodates both general education and career development.

Registry

14. (1) The Council shall compile, maintain and disseminate a registry of admissions and transfer arrangements within the system of advanced education.

(2) Each institution shall submit for review by the Council proposals for admissions and transfer.

Dispute Resolution

15. (1) The Council shall at its discretion mediate between members of the system of advanced education, or between members of the system of advanced education and private colleges to resolve disputes concerning problems respecting admissions and transfer.

(2) In the event an agreement cannot be reached pursuant to subsection (1), the institutions involved may submit a written request for arbitration to the Council.

(3) On receipt of a request pursuant to subsection (2) the Council shall establish procedures for the resolution of the dispute and shall resolve the issue and its decision shall be binding upon the institutions.

(4) A decision of the Council made pursuant to subsection (3) is final and without appeal or review.

(5) The Council on Admissions and Transfer shall not mediate disputes between individual students and members of the system of advanced education.

Membership on Council of Admissions and Transfer

16. (1) The Council on Admissions and Transfer shall consist of such representatives of the members of the system of advanced education as the Minister may appoint from time to time.

(2) The Minister may appoint a chairman to the Council.

APPENDIX L

"TRANSFERABILITY POLICIES AND GUIDELINES"

Source: "Coordination Policy". Alberta
Department of Advanced Education,
November, 1973.

TRANSFERABILITY POLICIES AND GUIDELINES

BACKGROUND

The following policies and guidelines were developed in response to a need to create a coordinated system of continuous and recurring education without artificial hurdles and unnecessary barriers to students. With the increase in number and diversity of post-secondary institutions during the past decade, the need to develop provincial policies to facilitate admission and appropriate placement of all entering and transferring students within the Alberta system of Advanced Education has become increasingly apparent.

The transferability problem was recognized during the late 1960's, and concerted efforts were made to find a solution which was acceptable to the subsystems involved and which realistically would facilitate student access to and mobility within the total post-secondary system.

In April, 1972, the non-university subsystem adopted the philosophic position that:

> ... each of the eleven post-secondary institutions are mature, responsible, and viable educational institutions in their own right with mutually acceptable accreditation status.

Proceeding from this philosophic position, the institutions concerned agreed to the general policy that both admission and transfer of credit be on the basis of recommendations of the sending institution and that the receiving institution:

> ... has the obligation to accept the transferring student with credit for work successfuly completed at the sending institution.

These policies governing relationships among non-university institutions have, to date, proved successful. For this reason, the policies and procedures outlined in the "Handbook of Policies and Procedures for the Transferability of Students in Alberta's Agricultural and Vocational Colleges, Institutes of Technology, and Public Colleges: April, 1972" will continue to apply to the non-university subsystem.

Attempts at developing policies concerning transfer relationships between the non-university subsystem and the university subsystem were less successful. The fact that post-secondary education encompassed at least three subsystems operated by independent authorities made it difficult to reach agreement as to what might constitute an acceptable and/or effective solution.

The creation of a single coordinating agency for all adult education, in the form of the Department of Advanced Education, has provided the vehicle by which the transferability issue might be resolved.

In September, 1973, the Department of Advanced Education undertook a project designed to propose policies and guidelines which would be a "best-fit" solution to the problem.

The initial stages of the project involved meetings with representatives of all public post-secondary institutions in the province. During these meetings, it generally was agreed that admissions of students to post-secondary institutions and that transfers of credits were major problems requiring solution. It also was generally agreed that the Department of Advanced Education might be the most appropriate agency to coordinate the development of policies and guidelines which would then be considered and reviewed by institutional representatives prior to their implementation.

During these initial meetings, institutions were invited to respond to a series of criteria for policy development. Subsequent responses indicated general support for the following criteria.

CRITERIA FOR POLICY DEVELOPMENT

1. Policies must ensure admission and appropriate placement of all entering and transferring students.
2. Policies should protect the integrity of legitimately selective admissions and transfer policies and practices.
3. Policies must provide for a smooth flow of students to and within the total post-secondary system.
4. Policies must ensure that institutions are able to advise students as to the extent to which successful completion of a course or program will earn them advanced credit at another institution.
5. Policies must ensure that procedures remain efficient, responsive and effective.
6. Policies must provide a continuing mechanism for policy implementation, evalution and review.
7. Policies must ensure that sending institutions do not raise entrance requirements in order only to ensure the admission of graduates to universities.
8. Policies must ensure that sending institutions do not displace the primary intent of programs and courses by increasing their academic content in order only to qualify for transfer.

POLICIES AND GUIDELINES

The following policies and guidelines were developed in keeping with the foregoing adopted criteria for policy development. In addition, the policies were developed to operate within the framework of existing legislation.

The following statement of policies and guidelines is intended neither to reflect the content nor the nature and scope of current legislative review. However, the extent to which these policies prove to be effective will undoubtedly influence the final outcome of the review.

ADMISSIONS POLICY

All aspirants to post-secondary education who may benefit thereby should be provided admission to the Alberta system of advanced education. Admission of students to any post-secondary institution should be on the basis of credentials presented, a definition of maturity, or the recommendation of an accredited sending institution.

ADMISSIONS POLICY GUIDELINES

1. The Department of Advanced Education may accredit publicly-supported post-secondary educational institutions to certify entrance standings for admissions purposes.

2. Students having successfully completed an approved certificate, diploma, or one or more years of an approved transfer program shall, on the recommendation of the sending institution, be admitted to post-secondary institutions.

3. Where admissions quotas apply, and agreement cannot be reached at the institutional level, each case in dispute will be considered by the Articulation Council[1] on the basis of individual merit.

4. Institutions should be encouraged to develop admissions policies which enhance the range of available post-secondary educational opportunities.

5. Adult students who fulfill maturity requirements shall be admitted to an appropriate post-secondary institution and may be required to take such upgrading programs as are necessary for admission to the program of their choice.

6. Where the Articulation Council[1] is unable to reach a decision, or where appeals are lodged by students and/or institutions, the Department of Advanced Education in consultation with related Advisory Committees will act as arbitrator, and will communicate its recommendation to the appropriate authority.

7. Institutional admissions policies will be consistent with provincial legislation.

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[1] Guidelines concerning the composition and role of the Articulation Council are outlined under "Implementation, Evaluation, and Review Procedures."

TRANSFER POLICY

Transferability of credit should facilitate student mobility, promote a career ladder concept, and avoid unnecessary repetition of content and duplication of student effort.

TRANSFER POLICY GUIDELINES

1. Advance standing for students enrolled in approved transfer programs shall be on the basis of the recommendation of the sending institution.

2. Advance standing for students enrolled in other programs shall be determined by mutual agreement between sending and receiving institutions regardless of the direction of transfer.

3. Advance standing shall be on the basis of general equivalence of programs rather than on a course by course evaluation of student records. However, where there is substantial similarity between courses, advance standing may be on a course basis.

4. New transfer programs will be referred to the Articulation Council for review and recommendation prior to approval by the Programs Services Division.

5. Each institution shall have the right to set policy for its own faculty members without interference from another institution. Instructor approval from the receiving institutions will not be required.

6. Where mutual agreement cannot be reached at the institutional level, the matter will be referred for decision to the Articulation Council. Where the Articulation Council is unable to reach a decision or where appeals are lodged by students and/or institutions, the Department of Advanced Education in consultation with related Advisory Committees will act as arbitrator, and will communicate its recommendation to the appropriate authority.

IMPLEMENTATION, EVALUATION AND REVIEW PROCEDURES

1. A continuing mechanism in the form of an Articulation Council will be created for the purpose of policy implementation, evaluation and review.

2. The Articulation Council shall be composed of nine members. Membership will include one representative from each of the four universities, two representatives from the public and regional college subsystem, and two representatives from the technical institutes and Alberta Vocational Centres. A chairman shall be appointed by the Minister, with secretarial services provided by the Program Services Division.

3. Acting within the provisions of existing legislation, the Articulation Council shall serve as arbitrator in resolving admission and transfer problems between and among institutions.

4. The Articulation Council shall review admissions policies with a view to encouraging the development of consistent admissions policies which enhance the range of available post-secondary educational opportunities, and to ensuring the legitimacy of these policies relative to the nature and content of programs. It shall advise appropriate authorities thereon.

5. The Articulation Council shall review and advise upon the development of new transfer programs.

6. The Articulation Council shall recommend appropriate studies to evaluate the effectiveness of policies proposed herein. On the basis of its evaluation, the Articulation Council shall recommend to the Department of Advanced Education such revisions to policies, guidelines and procedures as it deems necessary.

7. Acting within the provisions of existing legislation, the Department of Advanced Education shall act as final arbitrator where disputes cannot be resolved by institutions or by the Articulation Council. In its role as arbitrator, the Department of Advanced Education will consult with related Advisory Committees.

8. The functions of both the Articulation Council and the Department are subject to limitations of the laws of Alberta, particularly _The Universities Act_, Section 34(1)(n); _The Colleges Act_, Section 28; and _The Department of Advanced Education Act_, Section 5(b)(c)(d).

APPENDIX M

A Mechanism for the Resolution of Problems of Admission and Transfer of Credit within the System of Post-Secondary Education in Alberta (March, 1974).

A MECHANISM FOR THE RESOLUTION OF PROBLEMS OF ADMISSION & TRANSFER OF CREDIT WITHIN THE SYSTEM* OF POST-SECONDARY EDUCATION IN ALBERTA.

The Universities will admit any student who has successfully completed one year or more of work at a recognized Alberta College or Institute of Technology and is recommended by the Institution for University admission. In this policy "recognized" means recognized by the Department of Advanced Education. "Institution" covers the public and private community colleges, the Institutes of Technology and the regional agricultural and vocational colleges. The Alberta Vocational centres are not covered.

TRANSFER OF CREDIT

UNIVERSITY DEGREE PROGRAMS

The university will accept, on recommendation from other members of the system, courses for credit applicable to a portion of the degree in Arts and Science, retaining the remaining portion for that university's recommendation and regulation. That portion that the university yielded to the system would be regulated by another institution, presumably a college, institute or another university in which approved programs include courses that should properly and appropriately be transferred for credit. This means programs or courses designed or designated to lead to

* The system consists of the universities, the public and private colleges, the institutes of technology, the agricultural and vocational colleges, and the Alberta vocational centres.

bachelor's degrees in Arts and Science. The recommending institution would be responsible for deciding what is proper and appropriate, but subject to appeal by the university to a Credit Arbitration Committee. The decision of that committee would be binding on both parts. Specifically,

1) the degree granting institutions (the universities) will accept the recommendations of any member of the system for the first five year courses or the first ten semester (half year) courses in a bachelor's degree program in Arts and Science. Students will then feel secure that at least five (or ten) proper and appropriate courses taken elsewhere in the system will be credited toward a bachelor's degree in Arts and Science at any of the universities within the system. A caveat that must be recognized is that for a highly structured degree program such as an honours program, the courses credited on the recommendation of the sending institution may not be acceptable as part of that special degree program. This situation applies equally to a student transferring in as it does to a student starting first year at the university in a program other than the highly structured program mentioned. Within the less structured programs leading to a bachelor's degree in Arts and Science, there is assurance of a route to the degree without loss of time or unacceptable credits. This caveat would apply similarly to transfer to professional faculties as well.

A decision as to whether the courses transferred for credit can be used toward highly structured degree programs will result after negotiation between the sending institution and the university as outlined in (2).

All institutions that have approved programs (i.e., approved by the

Department of Advanced Education) designed or designated to lead toward a bachelor's degree in Arts and Science would, by virtue of the above, have the freedom to experiment with or innovate in a portion of such a degree program.

2) Any institution in the system, if it sought to have a program of courses or individual courses recognized for credit at a university in addition to those defined above related to "first year" of a bachelor's degree in Arts and Science, is required to negotiate with a specific university or with the system of universities. Such negotiations are expected to be complete within a three-month period. If the institution seeking credit is not satisfied with the progress of the negotiations after three months it may appeal for a decision to the credit arbitration committee whose decision will be binding on both parties. If the institution seeking credit is not satisfied with the outcome of negotiations after three months, it may appeal the outcome to the credit arbitration committee. The decision of the committee will be binding on both parties.

3) All agreements between or among institutions respecting transfer of credit that are now in effect to the satisfaction of the institutions concerned will remain in effect.

4) The credit arbitration committee will be appointed by the system of Post Secondary Education. It will hear, investigate and rule on disputes between or among institutions respecting transfer of credit. In reaching decisions it will be concerned with and will take into consideration all aspects of institutional positions, educational,

financial, social, economic and political.

The composition of the committee will be one member of each of the four universities appointed by the university, two members from among the public colleges and regional colleges (agricultural and vocational) appointed by the group of colleges, two members from among the Institutes of Technology and the Alberta Vocational Centres appointed by that group of institutions.

The Chairman will be in addition, and appointed by the Minister of Advanced Education.

Each university will be required to name an alternate to the member mentioned above to be from one of the other three universities. That alternate will sit as a Voting Member in the case where a dispute involves that university appointing the alternate.

There will also be alternates chosen for the public colleges, institutes, and other institutions to sit where an institution with a regular member is involved in a dispute.

5) The committee will deal with disputes between or among institutions not with disputes between individual students and institutions. Concerns of individual students will be directed to and acted on by institutions.

6) Arbitration decisions will be handed down by the committee no later than one month after arbitration is sought unless an extension in time is agreed to by all parties in the dispute.

7) Any subject or issue that is the basis of an arbitration decision may not be raised again before the Articulation Committee for a period of one year.

8) This mechanism will be agreed to by signature of the appropriate officer by all institutions in the Post Secondary system,

namely ____

____

and can only be altered by agreement of all members of the system.

NON UNIVERSITY PROGRAMS

An agreement for Transfer within all non university institutions in the system is now in effect. This remains in effect, and is as follows:

> The receiving institution has the obligation to accept the transferring student with credit for work successfully completed at the sending institution. Further details are to be found in the "Handbook of Policies and Procedures for the Transferability of Students in Alberta's Agricultural and Vocational Colleges, Institutes of Technology and Public Colleges: April, 1972".

APPENDIX N

THE COUNCIL ON ADMISSIONS AND TRANSFER, PROPOSED TERMS OF REFERENCE, COMPOSITION, GUIDELINES FOR POLICY DEVELOPMENT, GENERAL POLICY STATEMENTS, SEPTEMBER, 1974.

THE COUNCIL ON ADMISSIONS AND TRANSFER

PROPOSED TERMS OF REFERENCE
COMPOSITION
GUIDELINES FOR POLICY DEVELOPMENT
GENERAL POLICY STATEMENTS

SEPTEMBER, 1974

Alberta
ADVANCED EDUCATION

INTRODUCTION

The need to create a mechanism to deal with the problems of admissions and transfer within the Alberta system of post-secondary education has become increasingly apparent during the past five years.

During recent months, concerted efforts have been made by Advanced Education and by institutions comprising the system to develop policies and guidelines which have system-wide applicability and which at the same time are mutually acceptable to the institutions concerned. While considerable progress has been made through the cooperative efforts of universities, colleges, and technical institutes, consensus was not possible.

At the request of the Universities Coordinating Council and of the heads of post-secondary institutions in the province, a Council on Admissions and Transfer will be established effective September 1, 1974 under the proposed terms of reference which follow. One of the first tasks of the Council will be to review these terms of reference and recommend their modification or adoption to the Minister.

Since the Council is expected to operate within the framework of existing legislation, its powers of decision will be limited to those delegated to it by the institutions concerned. Thus its success will depend primarily upon the extent to which each institution will agree to delegate its authority concerning admissions and transfer of credit to a council of peers.

The spirit of cooperation among institutions which has evolved during recent months suggests that the Council on Admissions and Transfer will constitute an effective mechanism for resolution of current and future problems and for facilitating the articulation of the Alberta system of advanced education.

James L. Foster,
Minister of Advanced Education.

THE COUNCIL ON ADMISSIONS AND TRANSFER

The Council on Admissions and Transfer shall be responsible for developing guidelines and procedures which ensure: (1) that all aspirants to post-secondary education who may benefit thereby are provided admission to the Alberta system of Advanced Education; and (2) that transferability of credit facilitates student mobility, promotes a career ladder concept, and avoids unnecessary repetition of content and duplication of student effort.

TERMS OF REFERENCE FOR THE COUNCIL

1. The Council shall review current proposals for admissions and transfer which have been generated by Advanced Education and by institutions and subsystems for the purpose of identifying those guidelines and procedures which shall be adopted as being applicable to *all* institutions within the system of advanced education.
2. The Council shall establish procedures by which admission and transfer policies, guidelines and procedures are granted system-wide approval.
3. The Council shall be the recipient of all existing institutional admission and transfer policies or arrangements, and shall monitor the effectiveness of these.
4. The Council shall compile a registry of admissions and transfer arrangements within the Alberta system of advanced education.

5. The Council shall recommend appropriate studies to evaluate the effectiveness of all policies or practices respecting admission and transfer and shall recommend to Advanced Education and to institutions revisions of policies, guidelines and procedures as it deems necessary.
6. Acting within the provisions of existing legislation, the Council shall upon request serve as mediator in resolving interinstitutional admission and transfer problems.
7. In the event that agreement cannot be reached through mediation, the Council shall upon written request by the parties concerned serve as arbitrator.
8. In fulfilling its arbitrating role, the Council shall within 30 days inform the institutions of its decision, and its decision shall be final and binding.
9. The Council shall recommend to the Minister whatever changes in legislation it deems necessary in order to implement the policies for which it is responsible.
10. The Council shall upon request review proposals and advise Advanced Education respecting the development of new transfer programs.
11. The Council shall report annually to the Minister of Advanced Education on its activities and on progress made in the implementation of admissions and transfer policies.
12. Council members may be reimbursed by Advanced Education for out-of-pocket expenses incurred.
13. The Chairman shall be paid an appropriate honorarium.
14. The services of an executive secretary will be made available by Advanced Education as required.

COMPOSITION OF THE COUNCIL

1. The Council shall be composed of nine members. Membership will include one representative from each of the four universities, two representatives from the public and regional college subsystem, and two representatives from the technical institutes and vocational centres. An independent chairman will be appointed by the Minister.

2. Initial membership on the Council, commencing September 1, 1974 shall be constituted as follows:

Nominee	Institution or Subsystem	Initial Term
1) Dr. Willard F. Allen, Associate Vice-President Academic.	University of Alberta	2 Years
2) Dr. Donald B. Black, Department of Educational Psychology.	University of Calgary	3 Years
3) Professor Philip Butterfield, Associate Dean, Faculty of Arts and Science.	University of Lethbridge	3 Years
4) Dr. Larry W. Ferguson, Assistant to the President.	Athabasca University	2 Years
5) Mr. Richard H. Cooke, Registrar, Mount Royal College.	Public Colleges and Regional Colleges	2 Years
6) Mr. Donald C. Harper, Registrar, Grande Prairie Regional College.		3 Years

Nominees Concluded...

Nominees Concluded:

Nominee	Institution or Subsystem	Initial Term
7) Dr. Karel Puffer, Academic Vice-President, Northern Alberta Institute of Technology.	Technical Institutes and Vocational Centres	2 Years
8) Mr. James B. Kassen, Assistant Centre Supervisor, Alberta Vocational Centre, Fort McMurray.		3 Years
9) Chairman (To Be Appointed)		At the pleasure of the Minister

3. In subsequent years, new members will be appointed for a three-year term of office.
4. No member shall serve for more than two consecutive terms of office.
5. An independent chairman who is not directly associated with any institution of Advanced Education or with Alberta Advanced Education shall be appointed by the Minister. His term of office shall be at the pleasure of the Minister.

GUIDELINES FOR POLICY DEVELOPMENT

The following statements have been generally supported as guidelines for the development of policies, guidelines and procedures concerning admissions and transfer:

1. The admission and appropriate placement of all entering and transferring adult students must be ensured.
2. The integrity of legitimately selective admissions and transfer arrangements must be protected.
3. A smooth flow of students to and within the total post-secondary system must be ensured.
4. Institutions must be able to advise students as to the extent to which successful completion of a course or program will earn them advanced credit at another institution.
5. Procedures must remain efficient, responsive and effective.
6. A mechanism for policy implementation, evaluation and review must be maintained.
7. Sending institutions must not raise entrance requirements in order only to ensure the admission of graduates to universities.
8. Sending institutions must not displace the primary intent of programs and courses by increasing their academic content in order only to qualify for transfer.
9. Policies, guidelines and procedures must apply to all institutions comprising the Alberta system of Advanced Education.

GENERAL POLICY STATEMENTS

The following statements have been generally accepted as directional guides for the development of guidelines and procedures concerning admissions and transfer:

Admissions Policy

All aspirants to post-secondary education who may benefit thereby should be provided admission to the Alberta system of advanced education. Admission of students to any post-secondary institution should be on the basis of one or more of the following: (1) academic credentials presented, (2) a definition of maturity, or (3) the recommendation of an accredited sending institution.

Transfer Policy

Transferability of credit should be arranged to facilitate student mobility, promote a career ladder concept and avoid unnecessary repetition of content and duplication of student effort.

APPENDIX O

TERMS OF REFERENCE FOR THE COUNCIL ON ADMISSIONS AND TRANSFER (ADOPTED FEBRUARY, 1975)

Source: Alberta Council on Admissions and Transfer.
First Annual Report, 1975-76, Addendum B.

ADDENDUM B

TERMS OF REFERENCE

The following Terms of Reference were adopted by Council motion on February 14, 1975:

1. The Council shall review current regulations, proposals and practices for admissions and transfer which have been generated by Advanced Education and by institutions and subsystems for the purpose of identifying those guidelines and procedures applicable to all institutions within the system of advanced education.
2. The Council shall develop procedures by which admissions and transfer policies, guidelines and procedures are granted system-wide approval.
3. The Council shall compile, maintain and disseminate a registry of all existing admissions and transfer arrangements within the Alberta system of advanced education.
4. The Council shall monitor the effectiveness of admissions and transfer policies and practices throughout the advanced education system; to this end it may carry out, or request institutions to carry out appropriate studies.
5. The Council shall recommend to Advanced Education and to institutions revisions of policies, guidelines and procedures as it deems necessary.
6. Acting within the provisions of existing legislation, the Council shall upon the written request of an institution, serve as mediator in resolving inter-institutional admission and transfer problems. (The Council will not deal with requests by individuals.)
7. In the event that agreement cannot be reached through mediation, the Council shall upon written request by the institutions concerned, serve as arbitrator.
8. In fulfilling its arbitration role, the Council shall establish arbitration procedures, inform the institutions of these procedures, and inform the institutions of its decisions, which shall be final and binding.
9. The Council shall advise the Minister of any legislative changes which it deems necessary.
10. The Council, at the request of the Minister or institutions, shall comment on unresolved transfer problems related to proposed programs.
11. The Council shall report annually to the Minister of Advanced Education on its activities.
12. The Council will operate with the support of:
    a) Council members, to be reimbursed by Advanced Education for out-of-pocket expenses incurred;
    b) the Chairman, to be paid an appropriate honorarium; and
    c) an executive secretary and such other necessary resources and services, to be made available by Advanced Education as required by the Council in the fulfillment of its responsibilities.

APPENDIX P

A POLICY FOR ADMISSION AND TRANSFER OF CREDIT AT ALBERTA UNIVERSITIES BASED UPON WORK COMPLETED AT ALBERTA PUBLIC COLLEGES AND PROVINCIALLY ADMINISTERED INSTITUTIONS (APPROVED BY THE COUNCIL OF ADMISSIONS AND TRANSFER, MARCH, 1976).

Source: Alberta Council on Admissions and Transfer. First Annual Report, 1975-76. Addendum C.

ADDENDUM C

A POLICY FOR ADMISSION AND TRANSFER OF CREDIT AT ALBERTA UNIVERSITIES BASED UPON WORK COMPLETED AT ALBERTA PUBLIC COLLEGES AND PROVINCIALLY ADMINISTERED INSTITUTIONS

1. ADMISSION

Admission to a university program will be granted to any applicant who has fulfilled the admission requirements as established by the university for the program concerned, or to any applicant who upon successful completion of at least a full year's study at a Public College or Provincially Administered Institution is recommended in writing by the sending institution as having satisfied the appropriate matriculation requirements or their equivalent. Where **selection procedures** are involved in the admission to a program, each applicant shall be treated on the same basis as any other person seeking admission to that program.

2. TRANSFER OF CREDITS

Subject to the above admission requirements there shall be four recognized transfer arrangements:

A. University transfer programs
B. Diploma, certificate, and other specified programs
C. Special inter-institutional arrangements
D. Individual assessment

The Council on Admissions and Transfer will publish annually a Provincial Transfer Guide listing credit equivalences. Entries in this guide are initiated through inter-institutional negotiations. Following a decision by the Council, the approved credit equivalences will have province-wide application.

A. University Transfer Programs

The Minister may approve university transfer programs in Public Colleges and Provincially Administered Institutions for the first, or the first and second years of university studies. Such approval will state the programs, disciplines, subject fields and levels at which courses may be offered and will be determined by such means or mechanisms as the Minister may decide following consultation with the various institutions and agencies involved.

Full credit will be granted for these programs provided that courses taken meet the requirements of the particular program which the student wishes to enter.

Approved transfer programs and courses will be registered with the Council on Admissions and Transfer, and listed in the Provincial Transfer Guide.

B. Diploma, Certificate, and Other Specified Programs

The Council recognizes that certain diploma or certificate programs in Public Colleges and Provincially Administered Institutions have appropriate academic content and level to warrant university transfer credit.

Universities will grant credit either on a course-by-course basis or in the form of specific credits or open options for individual courses or groups of courses completed at the sending institution and listed in the Provincial Transfer Guide. Credits will be transferred to the extent they meet the program, residence, and promotion requirements of the degree program which the student wishes to enter.

C. Special Inter-institutional Arrangements

Special arrangements for transfer of credits may be made beyond or in place of those included in A or B (above), and may be of a pilot or exploratory nature. Some of these may in due course achieve general approval, and thus move to a listing in the Provincial Transfer Guide.

Information regarding special inter-institutional arrangements shall be made available to the Council.

D. Individual Assessment

None of the arrangements referred to in A, B, or C, (above) will preclude a university from granting advance credit or placement on an individual basis where this action appears to be warranted. Such individual arrangements will generally be based on **ad hoc**, non-precedent-setting decisions of the appropriate committee or officer of the university.

APPENDIX Q

THE DEPARTMENT OF ADVANCED EDUCATION ACT, 1972

Bill 33

1972

CHAPTER 28

THE DEPARTMENT OF ADVANCED EDUCATION ACT

(Assented to June 2, 1972)

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Alberta, enacts as follows:

Definitions

1. In this Act,

(a) "Department" means the Department of Advanced Education;

(b) "Minister" means the Minister of Advanced Education;

(c) "public college", "college" and "college board" have the same meaning that they have in *The Colleges Act*.

Establishment of Department

2. There shall be a Department of the public service of the Province called the Department of Advanced Education over which there shall preside the member of the Executive Council appointed by Lieutenant Governor under the Great Seal of the Province as Minister of Advanced Education.

Staff

3. (1) In accordance with *The Public Service Act*, there may be appointed a Deputy Minister of Advanced Education and such other employees as are required for the purposes of the Department.

(2) The Minister may appoint persons to advise him or to inquire into and report on matters within the Minister's administration and a person so appointed shall be paid such remuneration and expenses as the Minister prescribes.

Boards, committees, etc.

4. (1) The Minister may establish such boards, committees or councils as he considers necessary or desirable to act in an advisory or administrative capacity in connection with any of the policies, programs, services or other matters under his administration.

(2) The Minister may, with respect to any board, committee or council established under this section

(a) appoint or provide for the manner of appointment of its members,

(b) prescribe the term of office of any member,

(c) designate a chairman, vice-chairman and secretary, and

(d) authorize. fix and provide for the payment of remuneration and expenses to its members.

(3) A board, committee or council established pursuant to this section may make rules governing the calling, procedure and conduct of meetings, reporting and such other matters as required.

(4) A board, committee or council established pursuant to this section may exercise such powers and shall perform such duties and functions as the Minister may approve, confer or impose upon it.

Regulations

5. The Minister may make regulations

(a) for the apportionment and distribution of all moneys appropriated by the Legislature for the purpose of making grants towards advanced education in Alberta;

(b) for the establishment, operation, administration and management of vocational, technical or agricultural schools or institutes, or agricultural and vocational colleges;

(c) concerning the teaching of practical and scientific farming, household economy, domestic and any other matters related to agricultural and vocational colleges;

(d) for the registration of students in programs offered by the institutions referred to in clause (b);

(e) prescribing fees or a tariff of fees to be charged for any matter or service provided by the Department;

(f) providing for correspondence courses and the fees to be charged in connection therewith;

(g) concerning programs offered or to be offered by an institution referred to in clause (b).

Investigations

6. (1) The Minister may appoint in writing a person to examine and inspect

(a) the financial condition, or

(b) the administrative condition, or

(c) any other matter connected with the management, administration or operation,

of an institution referred to in section 5, clause (b), a college or a university.

(2) The person appointed by the Minister under subsection (1) may examine, inspect and take copies of

(a) all books of record and account,

(b) all bank books, and

(c) any other papers, documents or things,

in the possession of an institution referred to in section 5, clause (b), college or university.

(3) The books, papers, documents and things mentioned in subsection (2) shall be made available to the person appointed by the Minister at the time he requests them from the person having custody of them.

(4) The person appointed under subsection (1) may, during his examination and inspection, make such enquiries as he thinks fit and may require and take evidence on oath.

(5) A person appointed pursuant to subsection (1) shall report to the Minister on his examination and inspection and upon receipt of the report the Minister may make such order as to him seems proper.

Administrator for public college

7. (1) Where in his opinion it is in the public interest to do so, the Lieutenant Governor in Council may appoint an administrator for any public college.

(2) The administrator shall be paid such remuneration and expenses as the Minister may prescribe and the payment shall be made out of the funds of the college board of the college in respect of which the administrator was appointed.

(3) The administrator holds office for one year from the effective date of his appointment unless a resolution to extend his appointment is passed by the Legislative Assembly.

(4) The Lieutenant Governor in Council may terminate the appointment of an administrator at any time, whether or not a resolution has been passed by the Legislative Assembly to extend the administrator's appointment.

College board

8. (1) Upon the appointment of an administrator for a public college, the term of office of the members of the college board appointed pursuant to section 32 of *The Colleges Act* terminates.

(2) During the period of the administrator's appointment, the president is not a member of the college board.

(3) During the period of his appointment, the administrator of a public college

(a) is the sole member of the college board and, in the name of the college board

(i) may exercise the powers and authority of the college board, and

(ii) shall perform the duties and obligations of the college board,

and

(b) shall, notwithstanding section 45 of *The Colleges Act*, where the office of president of the public college is or becomes vacant, exercise and perform the powers, duties and functions of the president.

(4) During the period of the administrator's appointment and with respect to the public college for which he was appointed, a reference in *The Colleges Act*, the regulations thereunder or any other document to

(a) the chairman of the college board, shall be read as a reference to the administrator, and

(b) the president of the public college, shall, where the office of the president is vacant, be read as a reference to the administrator.

(5) During the period of the administrator's appointment, the operation of sections 32 and 34 of *The Colleges Act* is suspended with respect to the public college for which the administrator is appointed.

Annual report

9. The Minister shall after the end of each year prepare a general report summarizing the transactions and affairs of the Department in that year and upon its completion shall lay a copy of the report before the Legislative Assembly if it is then in session, and if not, within 15 days after the commencement of the first session next following the completion of the report.

Agreements

10. The Minister may enter into agreements on any matter respecting advanced education or the operation of institutions for advanced education in Alberta.

Transitional

11. The member of the Executive Council who, immediately prior to the commencement of this Act, holds office as and is designated by the Lieutenant Governor as, the Minister of Advanced Education, becomes the Minister of Advanced Education under this Act without the necessity of a further designation by the Lieutenant Governor, the issue of a new commission or the swearing of another oath of office.

R.S.A. 1970, c. 56

12. The Colleges Act is amended

(a) as to section 2, clause (i) by striking out the words "Minister of Education" *and by substituting the words* "Minister of Advanced Education",

(b) as to section 3,

(i) *subsection (2), clause (b) by striking out the words* "Deputy Minister of Education" *and by substituting the words* "Deputy Minister of Advanced Education",

(ii) *subsection (3) by striking out the words* "Minister of Education" *and by substituting the word* "Minister".

R.S.A. 1970, c. 353

13. The Students Finance Act is amended as to section 2, clause (b) by striking out the words "Minister of Education" *and by substituting the words* "Minister of Advanced Education".

R.S.A. 1970, c. 354

14. The Students Loan Guarantee Act is amended as to section 2, clause (c) by striking out the words "Minister of Education" *and by substituting the words* "Minister of Advanced Education".

Repeal R.S.A. 1970, c. 9

15. The Agricultural and Vocational Colleges Act is repealed.

R.S.A. 1970, c. 378

16. The Universities Act is amended

(a) *as to section 62, subsection (2), clause (b) by striking out the words* "Deputy Minister of Education" *and by substituting the words* "Deputy Minister of Advanced Education",

(b) *as to section 66.1, subsections (1) and (3) by striking out the word* "Minister" *where it appears and by substituting in each case the words* "Minister of Advanced Education",

(c) *as to section 76, subsections (2) and (3) and by striking out the words* "Minister of Education" *where they occur and by substituting in each case the words* "Minister of Advanced Education",

(d) *as to section 77, subsection (2)*

(i) *clause (d) by striking out the words* "Minister of Education" *and by substituting the words* "Minister of Advanced Education",

(ii) *clause (d), subclause (ii) by striking out the words* "Department of Education" *and by substituting the words* "Department of Advanced Education",

(e) *as to section 80, subsection (2) by striking out the words* "Minister of Education" *and by substituting the words* "Minister of Advanced Education".

Coming into force

17. This Act comes into force on the day upon which it is assented to.

APPENDIX R

THE DEPARTMENT OF ADVANCED EDUCATION AMENDMENT ACT, 1973

Bill 17

1973

CHAPTER 21

THE DEPARTMENT OF ADVANCED EDUCATION AMENDMENT ACT, 1973

(Assented May 10, 1973)

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Alberta, enacts as follows:

1972, c. 28

1. *The Department of Advanced Education Act is hereby amended.*

Amends s. 5

2. *Section 5 is amended*

(a) by striking out clause (a) and by substituting the following:

(a) governing the payment of

(i) capital and operating grants to universities and colleges, and

(ii) grants to the boards of trustees of school districts and divisions, counties, any cities or towns having a merged administration under *The Municipal and School Administration Act* or any other public or private bodies, for adult education or training programs,

out of moneys appropriated by the Legislature;

(b) by adding the following clause after clause (g):

(h) providing for the co-ordination of programs and services between

(i) universities, public and private colleges, institutes of technology, agricultural and vocational colleges and vocational training centres, and

(ii) boards of trustees of school districts and divisions, counties, cities or towns having a merged administration pursuant to *The Municipal and School Administration Act* and any other persons relating to adult education and training.

Coming into force

3. *This Act comes into force on the day upon which it is assented to.*

VITA

NAME: John Clifford Long

PLACE OF BIRTH: Consort, Alberta

YEAR OF BIRTH: 1942

POST-SECONDARY EDUCATION AND DEGREES:

The University of Alberta
Edmonton, Alberta
1960-62, 1965-67 B.Ed.

The University of Calgary
Calgary, Alberta
1970-72 M.Ed.

HONOURS AND AWARDS:

Queen Elizabeth Scholarship
Province of Alberta
1960-61

Harry Charles Sweet Scholarship for Graduate Study
The Alberta Teachers' Association
1970-71

John Walker Barnett Fellowship in Education
The Alberta Teachers' Association
1973-74

Graduate Fellowship
Province of Alberta
1973-74

Doctoral Fellowship
The Canada Council
1974-76

RELATED WORK EXPERIENCE:

Teacher
Public Schools of Alberta
1962-64, 1967-70, 1972-73

Teaching Assistant
The University of Calgary
1970-71

Sessional Lecturer (part-time)
The University of Calgary
1971-72

Learning Assistance Counsellor (part-time)
Mount Royal College (Calgary)
1971-72

Research Assistant
The University of Alberta
1974-76

Assistant Professor
The University of Manitoba
1976-79

PUBLICATIONS:

(1) An Historical Study of the Establishment of College Systems in Ontario and Alberta in the 1960's. Research Studies in Post-Secondary Education, No. 20. Edmonton: The Alberta Colleges Commission, 1972. (M.Ed. thesis).

(2) "Issues and Implications", Chapter 14 in A.G. Konrad (editor), Clientele and Community: The Student in the Canadian Community College. Willowdale: Association of Canadian Community Colleges, 1974, 149-158. (Jointly with A.G. Konrad)

(3) "Professional Development Needs of Administrators in Higher Education", The Canadian Journal of Higher Education, 6:1 (Fall, 1976), 1-17. (Jointly with A.G. Konrad and J.M. Small).

(4) "The Experience of Teaching: A Reaction", Manitoba Journal of Education, 13:1 (Fall, 1978), 25-29.